



3 1761 11635084 4



Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

<https://archive.org/details/31761116350844>

ov. Doc

Can
Com
R

Canada. Radio Broadcasting, Special Order
1951 (2d)

HOUSE OF COMMONS
Fifth Session—Twenty-first Parliament
1951
(Second Session)

770
(60)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

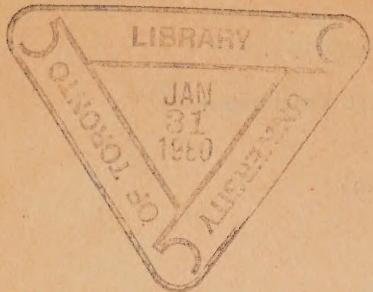
TUESDAY, NOVEMBER 13, 1951
THURSDAY, NOVEMBER 15, 1951

WITNESS:

A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951





SPECIAL COMMITTEE

ON

RADIO BROADCASTING

CHAIRMAN: Mr. W. A. Robinson.

Vice-CHAIRMAN: Mr. Alcide Côté

and Messrs.

Balcer	Langlois (<i>Gaspé</i>)
Boisvert	MacLean (<i>Queens, P.E.I.</i>)
Coldwell	McCann
Decore	McWilliam
Diefenbaker	Murray
Fleming	Mutch
Fulton	Richard (<i>Ottawa East</i>)
Gauthier (<i>Portneuf</i>)	Smith (<i>Queens Shelburne</i>)
Gauthier (<i>Sudbury</i>)	Smith (<i>Moose Mountain</i>)
Hansell	Stick
Henry	Whitman
Knight	

CLERK: Antonio Plouffe

ORDERS OF REFERENCE

FRIDAY, November 9, 1951.

Resolved,—That a select committee be appointed on radio broadcasting to

(1) consider the annual report of the Canadian broadcasting Corporation and to review the policies and aims of the corporation and its regulations, revenues, expenditures and development, with power to examine and inquire into the matters and things herein referred to and to report from time to time their observations and opinions thereon, and to send for persons, papers and records; and to

(2) consider a measure to amend the Canadian Broadcasting Act, 1936;

That the committee have power to print such papers and evidence from day to day as may be deemed advisable or necessary;

That the committee have power to meet when the House is sitting;

That the committee shall consist of the following members: Messrs. Balcer, Boisvert, Côté (*St. Jean-Iberville-Napierville*), Decore, Diefenbaker, Dinsdale, Fleming, Fulton, Gauthier (*Portneuf*), Gauthier (*Sudbury*), Hansell, Henry, Knight, Langlois (*Gaspé*), MacLean (*Queens, P.E.I.*), McCann, McWilliam, Murray (*Cariboo*), Mutch, Richard (*Ottawa East*) Robinson, Smith (*Queens-Shelburne*), Smith (*Moose Mountain*), Stewart (*Winnipeg North*), Stick, Whitman;

That the presence of at least ten members shall be a quorum of the said committee; and

That Standing Orders 64 and 65 be suspended in relation thereto.

WEDNESDAY, November 14, 1951.

Ordered,—That the name of Mr. Coldwell be substituted for that of Mr. Stewart (*Winnipeg North*) on the said Committee.

Attest.

LEON-J. RAYMOND,
Clerk of the House.

MINUTES OF PROCEEDINGS

TUESDAY, November 13, 1951.

The Special Committee on Radio Broadcasting held its first meeting at eleven o'clock.

Present: Messrs. Decore, Diefenbaker, Dinsdale, Fleming, Gauthier (*Portneuf*), Gauthier (*Sudbury*), Knight, Langlois (*Gaspé*), MacLean (*Queen's, P.E.I.*), McWilliam, Murray (*Cariboo*), Richard (*Ottawa East*), Robinson, Smith (*Queens-Shelburne*), Smith (*Moose Mountain*), Stewart (*Winnipeg North*) and Stick. (16).

The Clerk presided over the election of the Chairman.

On motion of Mr. Fleming, seconded by Mr. Smith (*Moose Mountain*),

Resolved,—That Mr. Robinson be elected Chairman.

Mr. Robinson thanked the members of the Committee for electing him.

On motion of Mr. McWilliam, seconded by Mr. Stick,

Resolved,—That Mr. Côté be elected Vice-Chairman.

The Chairman read the Order of Reference.

After discussion and on motion of Mr. McWilliam,

Resolved,—That the Committee print from day to day 700 copies in English and 300 copies in French of its minutes of proceedings and evidence.

Mr. Gauthier (*Portneuf*) thereupon referred to the delay still experienced in the publication of the French proceedings of Committees. He expressed the hope that further steps be taken to expedite the printing of the French deliberations of the Committee. The Chairman assured Mr. Gauthier that he would look into the matter.

On motion of Mr. Fleming, the composition of the Agenda Committee was left to the Chairman.

In view of the references to radio broadcasting and the recommendations in the Report of the Royal Commission on Arts, Letters and Sciences, it was decided to supply the Committee with copies of the Report and of the relevant appendices.

On motion of Mr. Stick, seconded by Mr. Gauthier (*Portneuf*),

Resolved,—That the Clerk be instructed to obtain for the use of the Committee 30 copies in English and 8 copies in French of the Report of the Royal Commission on Arts, Letters and Sciences and of the relevant appendices.

With a view to saving time, Mr. Diefenbaker suggested that, whenever possible, briefs be submitted and circularized in advance to members of the Committee.

At 11.25 o'clock, the Committee adjourned to the call of the Chair.

SPECIAL COMMITTEE

THURSDAY, November 15, 1951.

The Special Committee on Radio Broadcasting held its second meeting at eleven o'clock. Mr. W. A. Robinson, Chairman, presided.

Present: Messrs. Boisvert, Coldwell, Decore, Gauthier (*Portneuf*), Knight, Langlois (*Gaspé*), MacLean (*Queens, P.E.I.*), McWilliam, Murray (*Cariboo*), Richard (*Ottawa East*), Robinson, Smith (*Queens-Shelburne*), Smith (*Moose Mountain*), Stick and Whitman. (15)

In attendance: From the *Canadian Broadcasting Corporation*: Messrs. A. Davidson, Chairman, Board of Governors, Donald Manson, Acting General Manager, J. A. Ouimet, Chief Engineer and co-ordinator of Television, E. L. Bushnell, Director General of Programs, Harry Bramah, Treasurer, Hugh Palmer, Executive Assistant, R. E. Keddy, Secretary of Board of Governors and J. A. Halbert. From the *Department of Transport*: Messrs. G. C. W. Browne, Controller of Radio, W. A. Caton, Chief Inspector.

The Chairman made as follows a verbal report of the Agenda Committee which met on Wednesday:

a) Messrs. Boisvert, Fleming, Gauthier (*Portneuf*), Hansell, Knight and Smith (*Queens-Shelburne*) compose the Agenda Committee with the Chairman.

b) Mr. Low represented Mr. Hansell at this first meeting.

The Agenda Committee agreed

1. To reconsider the resolution passed on November 13 respecting copies of the Massey Report.
2. To hold a meeting in Montreal either on November 28th or November 30th.
3. To circularize briefs in advance of meetings whenever possible.
4. To examine first the annual report of the C.B.C. postponing questions on the financial sections of the Report, until Bill 17 is before the Committee.

After discussion, by leave of the Committee and on motion of Mr. Stick, seconded by Mr. Gauthier (*Portneuf*), the resolution passed on November 13 respecting copies of the Massey Reports was rescinded and the following substituted therefor:

"That the Clerk be instructed to obtain for the use of the Committee thirty copies in English and 12 copies in French of the Report of the Royal Commission on Arts, Letters and Sciences and of the Special Studies thereof."

The Chairman thereupon instructed the Clerk to obtain said copies.

After a brief discussion, and on motion of Mr. Coldwell, seconded by Mr. Smith (*Moose Mountain*),

Resolved,—That the Committee ask leave to sit in Montreal on Friday, November 30th, 1951.

The Committee proceeded to examine the annual Report of the Canadian Broadcasting Corporation.

Mr. A. Davidson Dunton was called. He made a brief statement and his examination was begun. He tabled for distribution copies of the following documents which the Clerk identified as follows as requested:

A. A group of four scripts, namely

1. The Origins of Hostility by Dr. Brock Chisholm on September 5, 1951.

2. Aggression in Children by Dr. Anna Freud on September 12, 1951.
3. The Moral Implications of Psychiatry by Dr. Carl Binger on September 19, 1951.

The Nature of Hostility by Dr. Ewen Cameron on September 26, 1951.

B. Six broadcasts by Bertrand Russell, O.M. on June 21, 28 and July 5, 12, 19 and 26, 1951, entitled "Perplexities of the Atomic Age".

C. A broadcast by W. Line on September 16, 1951, entitled "Politics is not enough".

The witness undertook to table at the next meeting material requested by Messrs. Coldwell, Boisvert and MacLean.

Before adjournment, the Chairman informed the Committee that he had just been handed a letter from D. Malcolm Neill, Chairman, Board of Directors, Canadian Association of Broadcasters requesting an appearance before the Committee if possible, before December 7. The date of this hearing was left to the Agenda Committee.

On motion of Mr. Stick, the Committee adjourned at 12.30 until Tuesday, November 20 at eleven o'clock.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

NOVEMBER 15, 1951

The CHAIRMAN: Mr. Dunton would you kindly proceed.

A. Davidson Dunton, Chairman, Board of Governors, Canadian Broadcasting Corporation, called:

The WITNESS: Mr. Chairman and gentlemen. We are pleased to be once more before a special committee of the House of Commons. We have a responsibility to the people of Canada which is exercised as direct responsibility to parliament and we are very glad that parliament takes the interest in its child by having a special committee to review its activities, aims and policies. Our feelings are always a little mixed about coming before a committee. It is, of course, the proper thing, but it means a good deal of work for us. I would ask the committee if they could, as in other years, in the interest of the work and economy on our part in effort and time, indicate what particular information they might like in advance, and then we could have it ready for the committee and have the appropriate officials here at the time. We have no brief as such to put before you. Our brief is contained in the annual report which this year comes up to the committee a good deal nearer the date on which this committee is meeting.

Since the end of March there have not been any major changes or great developments in the activities of the corporation. Perhaps a highlight of the year so far has been the broadcasting on the royal tour. I imagine members may have their own opinions about that. We have had some criticism; on the other hand we have had a great deal of favourable comment right across the country. People seem to appreciate very highly the long broadcasting of the royal tour. For the corporation, of course, and its management, it is a very major operation. This time it had to be done very quickly, at very short notice. Great mobilization of manpower and equipment had to be carried out, and I hope members of the committee will agree that on the whole it was quite a major achievement. If you wish more details now or later Mr. Bushnell, our Director General of Programs, is here. He was actually attached to the organizers of the tour, working on all radio arrangements, but of course he saw what the C.B.C. was doing in particular and could describe to you quite an imposing operation. I was, Mr. Chairman, going to say something about the general financial position of the corporation since the annual report, but perhaps you desire me to deal with that later.

The CHAIRMAN: I believe the committee agreed to the suggestion of the agenda committee to confine ourselves at the present time to the policies, aims, regulations and development of the corporation, and defer our talk about revenues and expenditures until we have the bill before us. If we do that, I think we will proceed in a more orderly manner.

The WITNESS: Aims, of course, have to be very carefully related to revenues that we see coming in. Perhaps it will be useful to the committee if I just mention some of the things that we see as being in that heading. The first is that of maintaining our present services and our standards, and that can only be made possible through a change in the revenue structure. I would like to refer briefly to some of the things that appear necessary to us in the future. A number of them have been needed for several years now, but we have not

been able to start on them. The first is an improvement in coverage in a number of areas of Canada, particularly in a number of outlying areas. Some could be served by an increase in relay transmitters at repeater points on the wire lines, some could be served by additional transmitters or rearrangements of transmitters or increases in power. There are some additions in coverage which would come through additional connections with private stations. We have a number of applications from stations on hand to join our networks, but in our financial position we have been unable to take on the commitments to buy wire lines to connect those stations. We face the project we have had in mind for some time, which is strongly recommended by the Massey Commission Report, which is that of improving the service in French-speaking Canada. English-speaking Canada has two networks, the French-speaking area has only one, and it is recommended that we organize and form a second network. In addition, there is need for a French language station in the maritime provinces and there is recommended an increase in the programs we provide by transcription to the French language stations in the west.

Then, as the Massey Commission pointed out, there is need for general improvement in many respects in our program service. This would come in a number of different ways, partly by generally bettering the quality of productions, by using more talent on them, and in some cases by giving the talent more chance to rehearse—better production. We would like to do even more than is done now to give Canadian talent a chance and also to help to an even greater extent to hold that talent in Canada. There is the need, which the Massey Commission pointed out also, for improving some of our talks, which can only be done by increasing the manpower in our talks and public affairs department. There is need for more regional origination of programs. Of course, originating programs in various points across Canada is not an economic way of getting programs on the air, but we feel it is part of our national duty. We would like to do more of it and expect to do more with a change in our revenue. Then there is the question of dropping some advertising, and advertising programs. That, of course, raises two questions: first, the loss of revenue that would be entailed and, secondly, the cost of filling the periods with good programs produced by the C.B.C. itself, but, as we have said ourselves to previous committees, and to the commission, we thought that with additional funds we could make an improvement in the whole program of our own that way by being rather more choosey and selective in the commercial programs which come on the air.

We have to face in the coming few years a number of capital expenditures on premises. There is a very urgent situation in Winnipeg. There we have for a number of years leased space in the Manitoba Telephone System and we have had very happy relations with the system. Now they are expanding and we are under notice that when our lease expires in 1953 we have to move, and in these days it is not easy to get other premises in Winnipeg. We, of course, do not need just office space, we need space for studios. Winnipeg is a fairly good sized production centre now and, we hope, will increase its activities, and we are faced there with the prospect of buying property and transforming it. We have in a number of cases in the past rented properties on a long lease, spent a lot of money on them, and finally when the lease expired we had to move and a good deal of the money we spent on special studio equipment was naturally gone.

We shall also need in the not too far distant future better premises in Vancouver we would certainly envisage a production centre of some kind in Saskatchewan, the largest major area in Canada now in which we have no production centre. All that means, of course, increased operating and capital costs. Then we need to envisage proper quarters for our national headquarters and operation headquarters in Toronto. Montreal is now fixed up as far ahead

as we can see. The committee knows the buildings in Toronto were transformed from a former ladies' college during the war. They are not fireproof, they are overcrowded, and the time is coming when we will have to have proper facilities there. I will not go farther, Mr. Chairman, into things which involve finance, as I believe you wish to bring those questions up later.

On the international service, in which the committee knows we act as agent for the government of Canada and in close consultation on policy matters with the Department of External Affairs, I think the committee will find quite a good summary of its activities in the annual report.

The budget this year was very close to that of last year in spite of increased costs, and it is operated on a very tight financial basis. I do hope the committee will take some time to look into the activities of the service to see what it is saying to other countries in the world. I think it is rather too bad that people in Canada do not often hear the broadcasts that are going out, or they cannot understand them since they are in different languages. As the committee knows, the service is being operated to play a really active role in the present international world in which we are living. It is trying to get material behind the iron curtain, to our friends in other countries and to people in other countries who may still be not quite sure which side they are on, the democratic side or the other side, and to help strengthen the bonds of understanding and friendship with other friendly countries.

The service for some years now has really consisted in each case of almost three things. There will be some variations to different countries according to the country and its position, but in general the service in each language consists of three main elements, one, news—we and External Affairs have an important function to try to get into the countries behind the iron curtain, to let in some light and truth. The second element is interpretation, interpretation from a Canadian point of view of what is going on in the world of international affairs, of things that are happening here, and events from the democratic point of view. The third element is a picture of Canadian life. It is often suggested that perhaps the best way to interest people beyond the iron curtain, or near it, in democracy, is not simply to talk about how good democracy is but to picture it to them in action, to show them how Canadians live and work and how we run our affairs. I think the committee will be interested in looking at some of the scripts. Most of them are available in English, and perhaps, too, you would like looking at some of the correspondence we get in from other countries. Some of it is quite amazing. The volume of mail we get is very large in relation to that which the British and American systems get and compared to the relative amounts of money that are spent on the service.

Mr. STICK: Do you mean you are getting responses from behind the iron curtain?

The WITNESS: We are getting some. We used to get a great deal from Czechoslovakia before the coup in 1948. We still get letters from people who even take the trouble to have letters smuggled out of their country. I do not think that we have any fan mail from Russia yet. I do not think there is much chance. We started to broadcast there in February and I think it will be going a long way to expect letters to come from that country, but we do know that our signal is getting in to Russia in spite of heavy jamming. Our service is worked out in connection with the British and American people and it is quite an effort to get through the Russian jamming service, but we know that at times it does and at times it is certainly perfectly audible in parts of Russia. A great effort is being made by the Russians to jam all outside broadcasts in Russian made for that country.

The CHAIRMAN: When you say the response is very large, what volume of mail do you get?

The WITNESS: It is running about 50,000 letters a year. I think you will be very interested in seeing the response from some of the individual countries. For example, we started a weekly service to Finland last December. I think it was within two or three weeks of that we had a thousand letters just from one Sunday broadcast. Some of the Scandinavian countries have run over a thousand letters a month, and the letters are not just saying "we listen to you and please confirm our frequency". Some of the letters ask questions and they make comments on the program. Sometimes they criticize it. It shows they are listening and appreciate the kind of thing we are doing.

Mr. Chairman, possibly you might wish to consider while you are in Montreal looking at some of the details of the service, some of the scripts, and listening to some of the activities and meeting some of the people who carry on the service.

Mr. McWILLIAM: How many different languages do you broadcast in?

The WITNESS: Fourteen at the most, and we are shortly going to broadcast the same kind of service to Russia, in Ukrainian. That will make fifteen languages.

Mr. MACLEAN: Are any of your international broadcasts beamed to the Baltic States, Latvia and Estonia and Lithuania?

The WITNESS: No. I might say we are guided chiefly by the decision of the Department of External Affairs, but, also, technical considerations come in. Right now our transmitters aimed at Europe are filled up at the good broadcasting times. To extend service to other countries in Europe would mean having extra transmitters or a dropping of some of the services.

Mr. STICK: What security regulations have you got there?

The WITNESS: We are very careful indeed that a letter coming from, say, Czechoslovakia, that no one knows from whom it came. We have occasionally published excerpts but never said who they came from.

Mr. MURRAY: Do you broadcast to Asia at all?

The WITNESS: We still keep a weekly service to Australasia, to Australia and New Zealand, but we get a few responses from other parts of Asia, from Japan, who pick up some of the broadcasts.

Mr. KNIGHT: These broadcasts would be all in the English language, in other words?

The WITNESS: Yes, all English language.

Mr. MURRAY: You do not reach the Chinese at all?

The WITNESS: I think we have had one or two letters, but I do not think the signal gets into China very well.

Mr. MURRAY: There is not anything specially beamed to China?

The WITNESS: No.

By Mr. Stick:

Q. You have no idea how many radio sets there are in China? I think that would be a very important thing to know.—A. That is a very big question.

Q. I do not imagine there would be very many.—A. We are pretty sure that there are a great many shortwave sets in Russia because they use their shortwave transmission a lot for their own service inside Russia.

Q. They have to, on account of the distance.—A. Exactly

By Mr. Whitman:

Q. As a matter of interest, is there any counter service coming back from Russia to this country?—A. There is a Russian service from Moscow in the English language. We have a small monitoring unit which listens to a number of different broadcasts around the world to see what they are doing and it is quite a help to our people in making up our own broadcasts.

Q. They are directed principally to the United States?

Mr. STICK: And to Canada, and it comes in rather strong, too.

The WITNESS: I think recently the strength of their signals has been increased. They have stepped up their transmitting power.

Mr. WHITMAN: Does your organization keep a record of that?

The WITNESS: No, that would be too big a job. We have a tiny monitoring section that tries to keep in touch with Russian and other broadcasts, but we could not keep a record of it. It would be an interesting thing to have, though.

By Mr. McWilliam:

Q. Is it not easy to block these channels by interference?—A. That is what the Russians are doing now by jamming. The technique is to put another transmitter on the same frequency with some sort of a buzzing noise, and wherever the signal from the outside comes in, it messes up the signal from our transmitter. However, it takes a big effort on the part of the country trying to stop it to do it. It will often need many more transmitters to cover an area to prevent the signal getting into that whole area. The signal from Canada will come in a great big arc into Russia and will spread over western Russia pretty thoroughly, and the Russians cannot get their transmitters shooting in the same arc, they have to spot a number of transmitters in order to jam that area.

Q. Is there any system by which they can check to see if our broadcasts are getting in?—A. I should not say too much about it. There is information that comes back which indicates, first, that our signal in itself is very good in western Russia and, secondly, that in spite of the jamming it is often audible.

By Mr. Coldwell:

Q. Do our people who are there hear the broadcast?—A. Yes, the signals are good but they report that there is quite often jamming on it.

Q. So we know it gets as far as Moscow, and in that district?—A. Yes.

Mr. MURRAY: Do you not think it would be profitable to put a large station on the west coast and beam into Siberia and the China coast—

The WITNESS: That is getting out of my field.

Mr. MURRAY: —instead of trying to send it around by way of Moscow.

The CHAIRMAN: I wonder if we might allow Mr. Dunton to continue his brief comments and then start the questions later?

The WITNESS: I would like to say a word about another aspect of broadcasting which is of great importance, that of television. I do not think I need to emphasize to the committee the great potentialities of television for good, for stimulating life in the country and for having a negative effect if it is allowed to do it. I think it is very clear that it can become a great medium for the development of Canadian life, the use of Canadian talent, for stimulating a better knowledge, and in a visual way bringing to many Canadians knowledge of their own country and their fellow Canadians. It can add a great deal to sound broadcasting. At this time I do not need to talk too much generally about television. I think the committee are pretty well seized of the importance of it and for the vital need for its development in the future in Canada, in the Canadian interest.

We as you know, have been authorized to start with the beginning of a Canadian national system; that beginning consists of production centres at Montreal and Toronto, with associated transmitters. They are planned to be the basis of future network systems across Canada. We had expected these transmitters would be ready for operation this last September. Unfortunately we have been held up by shortages of equipment and materials of various kinds, particularly steel, and now it appears that at the very best we cannot be ready for some months. We are not yet in a position to give a definite date because we are not just sure as to when we will get structural steel for the towers. We have our hopes but we cannot be sure till we have the steel actually on the site. But these centres, as I say, will be more than stations just covering Montreal and Toronto areas, they will be centres in which Canadian programs can be produced and which in the future can be broadcast to other cities in Canada. Looking ahead, the development will depend a good deal on what we are authorized to do, what our finances allow us to do, and that may depend to some extent on the defence production situation.

Looking at the future, we would see the next stage of desirable development taking two simultaneous phases. As you know, we have already arranged for a connection by microwave radio link between Montreal and Toronto, via Ottawa, and connecting with the American systems at Buffalo. As one of the next two concurrent phases, we think the sensible thing would be to extend that Montreal-Toronto link in two directions, one up through the populous Ontario peninsula to Windsor, and another from Montreal to Quebec, and, it seems to me, to have a transmitter at Ottawa taking programs from the network and covering this area. Simultaneously with that, we would like to see the start of stations in more distant areas of Canada. I think the logical one to begin with would be the highly populated areas of Vancouver and Winnipeg. Those stations, of course, for some years at least could not be connected with a network connection. They would have to be supplied by means of kinescope recordings, a system of recording programs from television screens on film. Say a program is produced one night at Toronto, transcribed onto film, flown to Winnipeg or Vancouver, it becomes a program there the next night or two nights after. It is the system being used quite widely in the United States where they have not got direct network connections. Later, of course, we think it will be desirable to develop stations for other main areas in Canada. It would be nice to cover the whole population quickly, but from the point of view of arithmetic and economics it seems practically to only serve first the more populated areas from which the largest revenues will come in one form or another and gradually extend the service out to other areas.

Just before I end this very brief opening, there is one important subject I would like to speak about. There is one field in which the C.B.C. has a very big responsibility—it is not an easy responsibility—and that is the field of opinions and ideas. Broadcasting is a very important medium for the communication of opinions and ideas. I would suggest in this country, it is one of the most important, in some ways perhaps the most important of all. Our country is not rich in national publications, and as the Massey Commission points out, it is not too rich in the number of books circulating in the country. So broadcasting is an extremely important means by which people can hear different ideas and different opinions. And this is broadcasting in a free society which assumes, as I understand it, freedom of mind and opinion; that is one of the main differences between our society and society beyond the iron curtain. In our society we believe that people should

be free to think what they like; to say what they like, as long as they keep within the law; to make up their own minds; to get what opinions they want to get in making up their own minds.

In other media it is fairly easy to assure that the freedom of expression is basic in our society. For instance, in ordinary speech a person can say anything they like as long as they do not contravene the law. There is no limitation on the number of printing presses, so under our laws and our principles we say there is no limitation outside the law on what anybody shall print. Thereby we expect, and do get a great measure of freedom to circulation of opinions from the printing press.

Broadcasting, however, is different. Broadcasting depends on the use of a few air channels that belong to the public, and the freedom to get opinions by those air channels will only exist if in fact there are a number of different viewpoints on those channels. Those channels belong to the public. That seems to be the only way in which principles of freedom of expression, of freedom of mind, can be applied in broadcasting—that there is in fact a situation under which all main viewpoints have an opportunity to express themselves, and under which our people have an opportunity to hear all main viewpoints. And that in this field of opinion and ideas is the function of the C.B.C. as we have understood it. We are in effect the trustees of air channels that belong to the public, and it is up to us to try to see that those air channels are used in the interest of freedom, that all the main viewpoints do have a fair chance to be heard. Those are the principles that have been approved by parliamentary committees in the past. I would like to read one or two excerpts from the White Paper on these matters, which has been approved by a number of parliamentary committees in the past. I would like to read one or two excerpts from the White Paper on these matters, which has been approved by a number of parliamentary committees in the past. On page 5 of our booklet on policies and rulings is the following:

The Corporation does not exercise censorship. It does not restrict the nature of material to be broadcast, except to see that such material conforms with its printed regulations.

The policy of the C.B.C., with regard to controversial broadcasting, is based on the following principles:

1. The air belongs to the people, who are entitled to hear the principal points of view on all questions of importance.
2. The air must not fall under the control of any individuals or groups influential by reason of their wealth or special position.
3. The right to answer is inherent in the democratic doctrine of free speech.
4. Freedom of speech and the full interchange of opinion are among the principal safeguards of free institutions.

Those are the principles generally on which we have tried to operate, the principles as we understand them, and parliament has approved them. The Canadian Broadcasting Corporation does not try to decide what are the right opinions and what are the wrong opinions. It does not approve of any opinions that go on the air, it does not disapprove of them. If the C.B.C. were to try to say "that is a good opinion and it can go on the air, and that is a bad one, therefore that will not go on the air", then we would be in a position of having to be saying what opinions should be available to people and what opinions should not be available to people. You would have the same sort of thing that happens in totalitarian countries, where a public body decides what opinions may be heard and what opinions may not be heard by people. That is not our function

as we understand it. We understand parliament does not want us to say what is right and what is wrong, but to try to see that all main viewpoints have a fair and equitable chance to be heard.

Religion plays a very important part in Canadian life and we devote a lot of time to religious broadcasting, particularly by all the main denominations in Canada. We try to provide time for political broadcasts on a fair and equitable basis. We provide time for discussions on public affairs, to bring to the people all different viewpoints on this subject. We try to provide for different views on all kinds of subjects that are on everybody's minds, physical things and mental things, but always trying to see that the different opinions are there, that they are expressed by competent representatives of those views whatever they may be.

We are responsible to parliament and we feel that responsibility very clearly. I think members of the committee will agree that the parent body also has a responsibility to the child. Recently the child, the C.B.C., was admonished in parliament, and it would seem only fair that when it is admonished it should be said what it is being admonished for. It has been charged in parliament that there have been talks on the air which were blasphemous and indecent, but it does seem to me to be only fair that it be said which those talks were. It seems only fair to the corporation; it seems only fair to the scores of people who have talked on the air in recent weeks and months who may not know which of them have been accused of blasphemy or of being purveyors of indecency; and it seems only fair to people of Canada who may have listened to these talks and not known the material would be accused of being blasphemous and indecent.

I do hope the committee will examine this question, will ascertain what broadcasts the charges are made about, and will satisfy itself on this matter. I do hope the committee in considering the matter will not think only of its own opinions of what was said. It is perfectly possible that there might be in the talks opinions which no members of this committee or of the Board of Governors would personally agree with. It seems essentially the question is whether these views should be withheld from Canadians who do want to hear those views. That seems to me to be the question of principle involved.

We have tried to carry out the task of seeing that different viewpoints do get on the air. Parliament may wish, after consideration, to change the nature of the principles which have applied. Parliament may wish possibly to say that certain opinions should not go on the air in Canada. If it does that, I hope that parliament will speak distinctly and will say clearly what the opinions are that may go on the air and what opinions may not go on the air; what opinions are to be held back from those Canadians who do want to hear them. In that way the corporation will know where it stands; the people of Canada would know what opinions can be heard and what opinions cannot be heard; and the people would know just where the limitation on the circulation of opinions in Canada lie. As I understand it, unless and until parliament changes these principles the corporation must continue to try to apply them, and to try to see that all viewpoints which a reasonable number of Canadians wish to hear have an opportunity on the air.

Mr. COLDWELL: If some of these broadcasts—

Mr. STICK: Just a second, now—have you finished with your review? Can we now ask questions?

The WITNESS: Yes.

Mr. COLDWELL: Can we get the scripts for the committee? If the committee wishes to examine any of these scripts are they available?

The WITNESS: I believe so. I am not sure what the broadcasts are.

Mr. COLDWELL: I do not know what the broadcasts are, but of the ones I have heard mentioned I heard some of them myself, they were broadcasts by Professor Hoyle of Cambridge and by Bertrand Russell and by Miss Anna Freud. I think those were the three.

Mr. SMITH (*Moose Mountain*): There were two Canadians among them.

Mr. COLDWELL: There was Dr. Brock Chisholm.

Mr. SMITH (*Moose Mountain*): Those are available because I got them this week.

Mr. COLDWELL: I want to make it very clear in regard to those that have been mentioned here that I have heard those broadcasts and I am not making any comment or charge of the nature suggested in the chairman's remarks. I want to make it very clear, although I did listen to some of these broadcasts that while I may not have agreed with them I think a great many people in Canada were interested in them, and that they should be heard. I want to clear that point by making these remarks.

The CHAIRMAN: Before we proceed with the questioning I think Mr. Dunton may want to refer some questions to some of the officials of the corporation who accompanied him here today. Mr. Dunton would you introduce the various officials of the C.B.C. who are here this morning and indicate their position in the corporation so that if he does wish to refer questions, we will know with whom we are dealing. Might I also make this suggestion, that if any member wishes any particular information on any subject, he should indicate his desire before we adjourn so that that information will be available at a subsequent meeting.

The WITNESS: We are having a meeting on television here in Ottawa and quite a number of the officials are here today: Mr. Donald Manson, Acting General Manager; Mr. Alphonse Ouimet, Chief Engineer and Co-ordinator of Television and assisting Mr. Manson; Mr. Bushnell, Director General of Programs, just back from the royal tour; Mr. Bramah, the Treasurer; Mr. Keddy, Secretary of the Board of the Corporation; Mr. Palmer, Executive Assistant, who has done a lot of work on the material for the committee.

The CHAIRMAN: Now, gentlemen, you can proceed with any questions you wish to ask.

Mr. MURRAY: I would like to ask if anybody has made complaints of blasphemy, other than in parliament, in a written communication to the corporation or otherwise?

The CHAIRMAN: I wonder if we could get a little clarification about this.

The WITNESS: I think we are providing the committee at the moment with copies of a series of four talks in December on the trans-Canada network by Dr. Brock Chisholm, Dr. Ewen Cameron, Dr. Anna Freud, and Carl Binger. We are also presenting copies of a series of talks by Mr. Bertrand Russell, and I think that the committee might also wish to have the records of Sunday night broadcasting, a copy of a talk by Dr. William Line, head of the department of psychology of the University of Toronto.

The CHAIRMAN: Would you mind identifying more carefully each document you are presenting the committee.

Mr. SMITH (*Moose Mountain*): Mr. Chairman, might I ask if in these four broadcasts by different individuals, any of those gentlemen are Canadians?

The CHAIRMAN: Would you defer that question until Mr. Dunton identifies each document which is being presented.

The WITNESS: We are first identifying one document which consists of the scripts of four talks, the total number of talks for a series called "Man's Last

"Enemy-Himself", carried on the Trans-Canada network in September of this year. The talks were by Dr. Brock Chisholm, Dr. Anna Freud, Dr. Carl Binger, and Dr. Ewan Cameron.

We are also filing copies of a series of six broadcasts by Bertrand Russell which have been carried just recently on the Trans-Canada network.

We are also filing copy of a talk given on Sunday September 16, 1951, by Dr. William Line of Toronto University.

Mr. STICK: What is the idea of putting these before this committee—to get our views?

The WITNESS: They were asked for by members of the committee.

Mr. STICK: Who asked for them all? I am not objecting, I just want to know why?

Mr. COLDWELL: Do I understand—

Mr. SMITH: I think these were the ones referred to on the floor of the House?

Mr. MURRAY: They were not named.

Mr. COLDWELL: They were not named but letters have been coming to some of us in which they were named. I was going to ask if the Bertrand Russell broadcasts were originally recorded in London and were broadcast over the B.B.C. to the British people?

The WITNESS: They were broadcast over the B.B.C. and we used the transcriptions of what have been broadcast in Britain.

Mr. COLDWELL: They were passed first by the B.B.C.?

Mr. STICK: Would you class these as controversial?

The WITNESS: Apparently.

Mr. MURRAY: Would it be in order to repeat my question?

Mr. GAUTHIER: Were they translated in French and broadcast over the French network?

The WITNESS: They have not been translated in French nor are they scheduled to go on the French network.

Mr. GAUTHIER (Portneuf): That is good.

By Mr. Murray:

Q. You see, someone in parliament made a charge of blasphemy. Have you received such complaints from the public in written form?—A. About these broadcasts?

Q. Charging that your radio carries blasphemous material?—A. I might say in relation to this series, particularly on "Man's Last Enemy—Himself" we have received a great many communications from the public. The great majority of them were favourable—in the ratio of about ten to one. We have also received some complaints which apparently relate to these broadcasts or to the people who made them, although they do not seem specifically to refer to anything said in the broadcasts. We have had a few complaints which seem to be of general nature referring to the people who made these broadcasts and the fact that they were anti-religious or anti-christian, or other phrases like that.

Q. But have you seen charges that they were blasphemous?—A. No.

Mr. COLDWELL: That was the word used in the House.

Mr. MURRAY: I wondered if you had received many communications of complaints. Blasphemy is very serious.

The WITNESS: I have not seen that word used anywhere else.

By Mr. Gauthier (Portneuf):

Q. What is the percentage of favourable comment on this?—A. Just about ten to one, favourable.

Q. Poor Canada. We are fighting communist materialism forces and we leave these people, especially Russell and Freud go on the air and startle our people with materialism! I do not understand the position the C.B.C. takes.

Mr. RICHARD: The people who like them write, and those who do not—

Mr. COLDWELL: The people who do not like them can turn them off. We should be given an opportunity to hear these views.

Mr. SMITH (*Moose Mountain*): Well, that may be so if you can stick around the radio and be ready to turn it off.

Mr. STICK: I think we should know what "freedom" means.

The CHAIRMAN: At this point we are not expressing opinions, but I suppose our job is to question Mr. Dunton and the officials of the C.B.C. on the report of the corporation for the past year. Perhaps we should confine ourselves to questions and defer the expression of opinions.

Mr. KNIGHT: Are we finished with this subject?

Mr. SMITH (*Moose Mountain*): Mr. Dunton spoke for a few minutes on this subject and we took his last remarks first. I think we should give this material some study, table it for the moment to give it some study and then refer to it later.

Mr. MURRAY: I think the members of the committee should read these scripts or these documents very carefully before passing any comment.

The CHAIRMAN: Now let us proceed with questioning on another line.

Mr. MURRAY: These can be held over until next week, until they have been thoroughly digested.

By Mr. Knight:

Q. If we are leaving this I have a question relating to a remark dropped by Mr. Dunton in the early part of his report. He mentioned in the report that the province of Saskatchewan was in need of a production centre and apparently it was one of the aims of the C.B.C. that the want should be filled.

I would like to ask Mr. Dunton or to suggest to Mr. Dunton that the existence of a centre, whether it be an administrative branch of the corporation itself or better, sir, a production centre, would be of inestimable value to the province in which it is. That is so because such officials as are there are in intimate contact with potential artists, speakers, and people of that type. A province which has not an office of that type is tremendously handicapped in the finding of speakers to go on the air. If we had personal contact, such as an office would involve, the situation would be much easier both for the corporation and for the province.

Could I ask Mr. Dunton how many provinces—I do not know which is the easier to ask—how many provinces have not such a centre or how many have such a centre?—A. Three have not.

Q. What are they?—A. Prince Edward Island, New Brunswick and Saskatchewan.

Q. Of those three, since you mentioned it, it would appear to be the aim of the corporation that Saskatchewan should be dealt with before too long?—A. It seems urgent, partly because of the size of the area. We try not to deal too much in provincial terms but rather in regional terms.

Q. How many stations have the C.B.C. control over in the province of Saskatchewan?—A. How many are affiliated? There are two stations which have supplementary affiliation with our Trans-Canada network—commercial supplementary affiliations.

Mr. MURRAY: It is shown on this map?

The WITNESS: Yes, and there are five affiliated on the dominion network.

By Mr. Knight:

Q. You suggested that it was one of the aims of the C.B.C. in future to create such a production centre, but I suppose that decision would largely depend upon whether or not you will be voted sufficient funds to carry out those plans?—A. Yes, it is one of the needs we see. On a number of these things we can only proceed carefully. We must know our exact financial position and know what we can foresee in the future after pretty careful study of the costs involved. What you mention is one of the things we consider necessary and should be looked at before too long.

Q. I suppose it would be unreasonable to ask what the centre will be?—

A. We have not decided. Perhaps we could ask some of the people from Saskatchewan for advice.

Q. Saskatoon is a pretty good town.

By Mr. Stick:

Q. One of the first questions raised by Mr. Dunton was coverage of areas in Canada. The idea was to cover as much of Canada as possible. I am not forgetting my honourable friend from Saskatchewan, but, looking at the map here, Saskatchewan seems to be fairly well covered. I do not say it is satisfactory, but in Newfoundland, the province I come from, there is one part that is not covered. I speak of the southwest coast from Port aux Basques to Placentia. We have a situation there that broadcasts coming from St. John going west are not heard. They are heard north but not west. There is a blank area there on the southwest coast which does not get C.B.C. coverage. It seems to me that the air waves travel better from west to east than they do from east to west. For instance, in Corner Brook you cannot get St. John's. The southwest coast is practically blank.

I do not want to be sectional in this and I know your idea is to cover the whole of Canada, and I want to be broad in my views. The American stations come in strongly there but the C.B.C. does not come in at all. None of the stations in St. John's cover that area?—A. Does not the Sydney station get in fairly well?

Q. Sydney will come in fairly well there but the local broadcasts from St. John's are what they listen to mostly. I give you one instance. On that coast there are a lot of fishermen. Storm warnings from Sydney do not as a rule cover that area—sometimes they do but sometimes they do not. If that area could be covered from St. John's with storm warnings it would meet a most essential need.

There is a situation there that I would like you to look into. I am not making any suggestions as to what you should do but I think there is an area there and a situation that is worth looking into.—A. I might say that we are very much aware of the situation and have looked into it in a very preliminary way so far. It is a very difficult technical situation. There you have a long coast with the settlements scattered over long distances. It would be very difficult because I do not think you could get one transmitter that would cover the whole area.

Q. Well, a relay station?—A. It would need a very careful study and probably very large expenditure.

Q. You will look into it?—A. We will look into it. It is part of the technical matters we study. It is a problem we have. It is a difficult area to cover without enormous expense.

Mr. LANGLOIS: You better be prepared for a long wait, Mr. Stick, because we are still waiting to be covered at home.

Mr. STICK: Down home we have to get ours on short wave.

The WITNESS: Gaspé is another area we have in mind, along with other areas on the north shore.

Mr. MURRAY: McBride comes in that same general category?

The WITNESS: There are a number of areas in British Columbia in the interior which need coverage and, again, it is where the country is difficult to cover because of the terrain. Saskatchewan is an easy province to cover.

Mr. McWILLIAM: Mr. Dunton stated that the financial situation does not permit of additional network affiliations. We have coming before us in the House this stipulated amount of money for the next three years. Is it proposed to use part of that grant to increase network affiliations?

The WITNESS: One of the first things we would do would be to review the applications that have been made by stations to join the network, and we would make arrangements to do so where it is suitable.

By Mr. Coldwell:

Q. Along that line, the C.B.C. has imposed upon it the duty of supervision of private stations. Do you monitor or keep logs of the various private stations and, if you do, and I think you do, would it be possible to have in this inquiry some sample logs produced for the private stations—to see whether they are doing their job in developing local talent and carrying out the duties involved in the use of a wave length, the amount of advertising, transcription of records, and so on.—A. Could I explain that we have several things. We keep regular weekly logs of the station. Also, following what past parliamentary committees have recommended at least once a year we take a sample week and ask for a much fuller report. We call them reports of performance for that week, showing programs they have done, breaking them down into various categories. The logs are useful for many things, and the report of performance is also useful. The board of governors uses it a great deal.

Q. Could we have them tabled? You take a sample week in the spring, I presume?—A. In the fall.

Q. In the fall, could we get them?—A. We have them.

The CHAIRMAN: Would you like to make your request in more particular form?

Mr. COLDWELL: Yes. I would say three years ago we received the logs of a number of stations and some of them were of such a nature that there was criticism. Could we get those logs brought again to see if there is any improvement in the stations reported upon here three years or four years ago. I was on the committee then, and we can look up the record to see when it was.

Secondly, could we have the reports of the sample week taken say during the last two years, to see if there is improvement over that period. If we can get those we will have some idea of the efficiency of the supervision of the corporation.

The CHAIRMAN: I take it you would like the log for some particular week this fall?

Mr. COLDWELL: No, I think there were two logs produced, one in the spring and one in the fall. I am speaking purely from memory—

The WITNESS: In any case, you want it comparable to what came up in the previous committee?

The CHAIRMAN: You wish a comparison of the returns made to a previous committee and present returns.

Mr. KNIGHT: There was some suggestion, Mr. Chairman, that the corporation was rather falling down in its duty in the supervision of these private stations in regard to what Mr. Coldwell has mentioned. There was some such criticism in the Massey Report.

The CHAIRMAN: That would include not only private stations but C.B.C. stations as well, Mr. Coldwell?

Mr. COLDWELL: Yes, but we know what the C.B.C. is doing; we do not know what some of the private stations are doing. It is the logs of the private stations I would like to see.

The WITNESS: Do I understand you also wanted some of the reports of a sample week of broadcasting?

Mr. COLDWELL: Yes.

The CHAIRMAN: That will be produced by the corporation at a subsequent meeting.

By Mr. Murray:

Q. Might I just ask if there is any means of checking the use of so many records, the practice of disc spinning at the various stations?—A. That is quite a problem; it comes under our regulations. We do have regulations limiting the amount of records that they can use in the evening. There is no limitation on the number they can use during the daytime, and the allowances for evening transcriptions are fairly liberal, but the private stations claim they are not liberal enough.

Q. If that type of broadcasting were shut off, I suppose many of these stations would have to close down—close down or use local talent?—A. That is true. We know that there is not a great deal of local talent in many towns, but some of them could use more local talent and it would be a healthy thing for their community if they did.

Q. Right in the capital here the spinning of records is one of the great industries in radio stations.—A. We feel in general there should be more live broadcasting, more use of live talent, and also other things relating to community activities of various kinds.

Mr. COLDWELL: I looked in the newspapers last evening to see what broadcasting was going on and all I saw was jamboree, jamboree, jamboree, ballroom, ballroom, ballroom, and I wonder if that is not affecting the cultural level and dropping it pretty low?

Mr. MURRAY: Yes, if you would judge from the programs.

Mr. BOISVERT: Mr. Chairman, I would like to ask a question of Mr. Dunton. Would it be possible to get copies of some of the scripts of broadcasts to countries behind the iron curtain so that members of the committee would be aware of the kind of broadcasts beamed to Russia and their satellites?

The WITNESS: Yes, Mr. Chairman, we have all those available and can produce what the committee wishes of them.

The CHAIRMAN: Do you mean a few samples of the broadcasts, Mr. Boisvert?

Mr. BOISVERT: Yes, to Russia and her satellites.

The CHAIRMAN: That can be done.

The WITNESS: Yes, a sample of broadcasts to Russia?

Mr. BOISVERT: Yes, just a few.

The WITNESS: Just how many copies would you want?

Mr. STICK: State the number you want.

Mr. BOISVERT: One for each member of the committee.

Mr. GAUTHIER (*Portneuf*): One or two.

Mr. BOISVERT: Yes. Is it the intention of the C.B.C. in the future to go out of commercial broadcasting?

The WITNESS: No, we do not envisage going out of it, but we do expect if the present provisions before parliament are approved it will reduce somewhat our commercial activities; we will cut down.

Mr. BOISVERT: The soap operas too?

The WITNESS: All the commercial business that we do have.

Mr. LANGLOIS: Are you going to increase your rates?

The WITNESS: We will likely reduce some of the network commercial programming by being more selective in the programs. To answer Mr. Langlois, the network rates for a number of stations have been increased somewhat, and further studies about rates are under way now.

Mr. STICK: It means then, Mr. Dunton, that if you reduce your commercial programs parliament is going to have to raise more money?

Mr. BOISVERT: That is what I was afraid of.

Mr. MACLEAN: What is the policy in regard to advertising broadcasts by private stations? There are some types of broadcasting that are not permitted? How is that checked?

The WITNESS: The broadcasting of private stations, including any advertising they do, is just covered by our printed regulations. Would the committee like copies?

The CHAIRMAN: Would you like copies filed with the committee, gentlemen?

Mr. MACLEAN: Yes, I think that would be a good idea.

Agreed.

The CHAIRMAN: They will be filed at the next meeting.

The WITNESS: Could I just say for a minute, Mr. Chairman, that the Massey Commission recommended we review our regulations. We did have this in mind for some time, but the board wished to revise and review the whole regulations only following the Commission report. We would expect a number of revisions to bring these regulations more up to date.

Mr. STICK: You will be putting that before this committee in the course of time?

The WITNESS: I do not think the revision will be ready because we have to work on them some more and then have hearings, but the chairman has asked us to file copies of the regulations as they are at present.

By Mr. Knight:

Q. Speaking of commercial advertising, Mr. Chairman, have Mr. Dunton and his board made any firm decisions as to what regulations shall cover commercial television? Have any decisions been made on that?—A. Not definitely, no. We are studying that matter pretty carefully. I think it will be a very important one. We do think in line with the Massey Commission's recommendations there should be pretty firm provisions before stations get going about using all Canadian programs and several aspects of television operation.

Q. Is it the intention to use any commercial broadcasting on television?—A. On C.B.C.?

Q. Yes.—A. As far as we can see it will be quite essential because television is going to be so expensive, and I think the money, the amount of money that comes from public sources will be somewhat limited in relation to the needs of television and our present plans are to use some commercial broadcasting.

By Mr. Murray:

Q. In the United States the beer manufacturers use television as advertising media extensively. Do you follow the same course?—A. No, we have regulations prohibiting the advertising of liquor on the air in Canada. In provinces where it is allowed, we permit beer and wine companies to sponsor programs, but not to push their product.

Q. You would allow cigarette advertising?—A. There is no prohibition against cigarette advertising.

Q. Lucky Strike is a very large user of television.—A. Yes.

Mr. KNIGHT: We were starting on something new, and we have a lot of things in ordinary radio advertising that I do not like and a lot of people do not like, and I was hoping that when we are starting out on a clean sheet that that should be kept as pure as it is possible to keep it. That is all I wanted to say.

By Mr. Murray:

Q. In the United States they advertise men of distinction, for instance, in television, in connection with certain spirits.—A. I think we have some in Canada too.

Q. But you would not permit that to be broadcast too?—A. Not for the product for which it is being used in the United States.

Q. Pictorially?—A. People might like to use men of distinction to advertise other products too.

Mr. STRICK: I move the adjournment.

Mr. CÓLDWELL: When we are getting further reports there is one other I think we would be interested to have: To what extent is ownership of radio stations being concentrated? To what extent is more than one station owned by various groups in the country, newspapers and others? I mean multiple ownership of radio stations. We should know something about that because I think this question of multiple ownership is of immense importance. Multiple ownership is what I have in mind—one group owning several stations—newspaper ownership of stations. To what extent do you know controlling interests are being held in some other stations that are not shown as owned by certain groups?

The CHAIRMAN: Do you wish a return on that, Mr. Coldwell?

Mr. CÓLDWELL: I would like a return on that. I think it would be of interest to the committee at this stage.

Mr. SMITH (Queens-Shelburne): With reference to Mr. Boisvert's remarks, someone in the house mentioned on a resolution that our broadcasts going behind the iron curtain do not have enough satire as compared with broadcasts reaching there from other sources. Do you have any comment on that? Could we get typical copies of scripts put on the air by other countries for broadcasting behind the iron curtain in order to assess our programs in relation to those that were referred to as being better?

The WITNESS: We could look into that. You might be able to get some from Britain and the United States, but I am not sure about Radio Free Europe. I would like to say a word on that. The policy of the broadcast is worked out with External Affairs. It is the voice of Canada speaking. It is a public system, and the department thinks, and we think, too, that the official voice of Canada cannot go very far in indulging in, say, satire and epithets and that sort of thing. Together with the British and American authorities, and the Canadian External Affairs authorities, we think the main job of the Canadian international system is to concentrate first on the truth, then on interpreting things as they are, of projecting Canadian life, but that an official Canadian station, as

I say, could hardly be in a position to, say, pour out ridicule on certain things unless it is done officially in Canada. If any epithets or strong words are used officially in Canada, we use them.

By Mr. Murray:

Q. Well, if you take Mr. Vishinsky's famous speech in which he laughs, how are you going to answer that?—A. We answer it first of all saying that Mr. Pearson's reply is well covered in our broadcasts.

Q. It is very lengthy and dignified, of course?—A. And by commentators, not by laughing back, but by pointing out what Mr. Vishinsky was doing to the hopes of humanity.

Q. I think he did something to evoke a good many comments in Canada and all of them were in the spirit of satire and ridicule.—A. The reaction of Canada would have gone back very fully to the countries behind the iron curtain and to countries on this side of the iron curtain.

Mr. STICK: I think there is an old adage which says he who laughs last laughs best.

Mr. CHAIRMAN: Gentlemen, Mr. Stick is going to move that we adjourn at 12.30. Are there any other matters which any member would like information on so that the officials will know before our next meeting?

Mr. DECORE: How often do we meet?

Mr. STICK: I think, Mr. Chairman, there is a question on our minds to what extent licence can be reconciled with freedom, and I think we should have a discussion of that: what constitutes freedom and what constitutes licence? As I understand Mr. Dunton this morning, he is in the hands of the committee here as to what policy they are to adopt. There is a very fine distinction to be made between freedom and licence and I think we should be doing something along that line so the corporation will know just how far they can allow people to go on the air and express themselves. I make that suggestion for consideration of the steering committee, if you think it worthwhile bringing it up.

The CHAIRMAN: Thank you, Mr. Stick. Before we adjourn, I would like to say we received a communication from the Canadian Association of Broadcasters, who wish to be heard by the committee some time prior to December 7. I assume that it would be the wish of the committee to hear the presentation of the association. Would you agree to leave it to the agenda committee to decide when they should come here?

Mr. LANGLOIS: When are we going to sit next?

The CHAIRMAN: Shall we sit next Tuesday at the same hour?

Agreed.

Mr. MURRAY: Is it proposed to discuss these manuscripts Tuesday?

The CHAIRMAN: It is entirely in the hands of the committee.

Mr. MURRAY: Members should remember this: If we read this material carefully so as to be prepared to discuss it we will have our week-end reading pretty well cut out for us.

The CHAIRMAN: That will be in the hands of the committee when we meet on Tuesday.

Mr. STICK: I move we adjourn.

The committee adjourned.

HOUSE OF COMMONS
Fifth Session—Twenty-first Parliament
1951
(Second Session)

SPECIAL COMMITTEE
ON
RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 2

TUESDAY, NOVEMBER 20, 1951

WITNESS:

A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

ORDERS OF REFERENCE

TUESDAY, November 20, 1951.

Ordered,—That the following bill be referred to the said Committee:—
Bill No. 17, An Act to amend The Canadian Broadcasting Act, 1936.

WEDNESDAY, November 21, 1951.

Ordered,—That the said Committee be empowered to sit in Montreal on Friday, November 30 next.

Attest.

LEON J. RAYMOND,
Clerk of the House.

REPORT TO HOUSE

TUESDAY, November 20, 1951.

The Special Committee on Radio Broadcasting begs leave to present the following as its

FIRST REPORT

Your Committee recommends that it be empowered to sit in Montreal on Friday, November 30 next.

All of which is respectfully submitted.

W. A. ROBINSON,
Chairman.

MINUTES OF PROCEEDINGS

TUESDAY, November 20, 1951.

The Special Committee on Radio Broadcasting held its third meeting at eleven o'clock. Mr. W. A. Robinson, Chairman, presided.

Present: Messrs. Balcer, Boisvert, Côté (*St. Jean-Iberville-Napierville*), Diefenbaker, Dinsdale, Fleming, Gauthier (*Portneuf*), Hansell, Knowles, Langlois (*Gaspé*), MacLean (*Queens, P.E.I.*), McCann, McWilliam, Murray (*Cariboo*), Mutch, Richard (*Ottawa East*), Robinson, Smith (*Queens-Shelburne*), Smith (*Moose-Mountain*), Stick and Whitman. (22)

In attendance: From the Canadian Broadcasting Corporation: Messrs. A. Davidson Dunton, Chairman, Board of Governors, Donald Manson, Acting General Manager, J. A. Ouimet, Chief Engineer and co-ordinator of Television, E. L. Bushnell, Director General of Programs, Harry Bramah, Treasurer, Hugh Palmer, Executive Assistant, R. E. Keddy, Secretary of Board of Governors and J. A. Halbert. From the Department of Transport: Messrs. G. C. W. Browne, Controller of Radio, W. A. Caton, Chief Inspector.

The Chairman welcomed Mr. Knowles who is temporarily replacing Mr. Knight on the Committee.

Copies of documents requested at the last meeting by Messrs. Boisvert and MacLean were tabled, distributed and identified in the following letter:

CANADIAN BROADCASTING CORPORATION

OTTAWA, November 19, 1951.

Dear Mr. Plouffe:

I should like to file with you the following material for distribution to the members of the 1951 Special Parliamentary Committee on Radio Broadcasting:

(1) 35 copies of sample scripts of broadcasts from our International Service to Russia and to Czechoslovakia. This material was requested by Mr. M. Boisvert during the first meeting of your Committee on November 15th. The scripts may be identified as follows:

Russian Scripts

Script No.	Date
176.....	April 26, 1951
282.....	July 30, 1951
299.....	August 10, 1951
385.....	October 18, 1951
390.....	October 19, 1951
402.....	October 27, 1951
405.....	October 30, 1951
408.....	October 31, 1951
410.....	November 2, 1951
411.....	November 5, 1951

Czechoslovak Scripts Programme Number	Date
2152.....	October 23, 1951
2156.....	October 27, 1951
2163.....	November 3, 1951
(no number).....	November 6, 1951
(no number).....	November 14, 1951
2174.....	November 14, 1951

(2) 35 copies of C.B.C. Regulations for Broadcasting Stations. As Mr. Dunton mentioned during last Thursday's meeting, these regulations are at the present time under process of revision by the Corporation.

Yours sincerely,

HUGH PALMER.

A suggestion of Mr. Fleming to re-arrange the hours of Committee meetings in consultation with other chairmen was referred to the Agenda Committee.

The Committee resumed its consideration of the annual report of the C.B.C. Mr. Dunton was called and his examination continued.

As agreed at the last meeting, the witness was questioned on the broadcasts of Drs. Chisholm, Freud, Binger, Cameron and Mr. Line, copies thereof having been distributed to the members of the Committee.

Mr. Langlois raised a point of order on the propriety of members of the Committee expressing opinions on these broadcasts at this stage.

After discussion, questioning of the witness was continued.

Copies of the C.B.C. White Paper on Political and Controversial Broadcasting were tabled and distributed forthwith.

At the request of Mr. Langlois, the Chairman directed the witness to produce the opening and closing remarks of talks over C.B.C. networks.

The witness was also questioned on the supervision of broadcasts over private stations.

Before adjourning, the Chairman asked the members of the Agenda Committee to remain for a meeting.

Mr. Dunton's examination still continuing, on motion of Mr. Stick, the Committee adjourned at 12.40 to the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

NOVEMBER 20, 1951.

Gentlemen, at our last meeting we heard briefly from Mr. Dunton and commenced questioning him. I was wondering if our work would not proceed more systematically if we resumed our study of the annual report of the C.B.C., section by section and directed our questioning in that way. Would that be agreeable to the committee?

Agreed.

Well, then, let us start at page 6 of the annual report of the corporation and deal first with C.B.C. Wednesday Night. Any questions under that heading?

Mr. FLEMING: Do not all these headings that follow in this report come under the major subject of national service, radio? This is pretty much around the subject of programming. Could we not discuss them as a matter of programming till we come down to some of the specific things—I am looking at the index now—such as regulations and press and information service, which are perhaps a little more special in the matter of programs.

Mr. A. Davidson Dunton, Chairman, Board of Governors, Canadian Broadcasting Corporation, called:

The WITNESS: I might point out that up to page 35 is program material.

The CHAIRMAN: I do not suppose we can keep our questioning too much confined to any one item, but perhaps if we went along in that way—first we have music and drama, talks, news—it seems to me that we could conveniently group them in that way.

Mr. FLEMING: Mr. Chairman, may I ask one or two questions of a general nature before coming to anything more specific? I take it that in outlining plans for further development and extension of the system, Mr. Dunton, there is no fundamental change in the aims of the Board of Governors in relation to programming in general, is there?

The WITNESS: No, there isn't. What is in our mind now is more along the lines of improving our present programming. There are some weaknesses in it arising from shortness of funds and there should be improvement along the lines of the general pattern that applies now. We are not thinking of any radical changes in the pattern or the thinking about programs.

Mr. STICK: We had a discussion at the last meeting, and we were given copies of several broadcasts. I think we were asked to give our views on those. I do not know whether you have that on the agenda this morning, Mr. Chairman.

The CHAIRMAN: I think that would come under programming.

Mr. STICK: Amongst the sample broadcasts we had were "Perplexities of this Atomic Age", by Bertrand Russell, and "Politics is not enough", by Professor W. Line. I have read them and I do not want to be too harsh in my criticism, but to me, although Mr. Russell may be a brilliant man and I may be just an ordinary human being, this is more or less tripe in good and plain unvarnished language. It may be over my head, perhaps, which would account for me saying that. I do not know what it cost to get the gentlemen

to make this series of broadcasts, but to my mind they traverse on the democratic line somewhat and I think we could do without them in the future. I do not know that they are going to be receptive to the great majority of the Canadian people. Although I do not want in any way to curtail freedom of speech, I do think that this committee should make some sort of recommendation to the governors of the broadcasting corporation along the lines of freedom. I am all for freedom of speech, but when freedom of speech borders on licence whereby our democratic institutions may be in danger, I think that a line should be drawn. I know it is difficult to define what freedom is, it is like "salvation is free". I think perhaps if we made a general recommendation along the lines I have suggested this morning and leave it to be the good sense of the governors to make their decisions, we may probably go as far as it is advisable to go at this time. At the last meeting Mr. Dunton asked for a directive in that direction, and that is my feeling on the matter. I am a democrat, always have been and always will be, but when I find or I feel that our democratic institutions are being undermined and the C.B.C. used for that purpose—I do not say it is used, but if it can be used in that way, I think the line should be drawn there. I may say I do not like either of these broadcasts, I do not think they are going to do us any good. I suppose those broadcasts by Mr. Russell cost us quite a bit of money and I think we can economize by abolishing that sort of thing.

Mr. SMITH (*Queens-Shelburne*): When Mr. Stick started his remarks he made some reference to a broadcast by Mr. Line. I wonder what part of that broadcast he takes objection to.

Mr. STICK: My remarks were general, to start a general discussion. I felt that we should leave the decision to the C.B.C. I know the professor is expressing his own views in that. He touches on religion, for instance. He says: "So it goes that if our parents were Catholic, we were Catholics. If they were Liberals, we were at home under a Liberal regime; and so on;" I think he is attacking our cherished institutions that we have had for hundreds of years, and if he is not doing that, then he is certainly casting aspersions on them.

Mr. DIEFENBAKER: I might express a view somewhat different from that of Mr. Stick. I agree that free speech, freedom of speech, dare not be allowed to degenerate into licence, but what concerns me is this: however much I am in disagreement with what is being said so long as what is being said does not contravene the laws respecting sedition, libel or blasphemy—who am I to judge what shall be said? If we ever arrive at a position whereby the right to think and to express oneself under the law is going to be in the custody of the C.B.C. or any other group, then once and for all we have denied freedom. Certainly, truth is relative and if we are going to take the position of being censors over what shall be said, so long as it is not blasphemous or libelous, we actually place ourselves in a position where the majority will do the thinking for the minority in the country and where truth will have been established, finalized, once and for all. I take strong exception to a stand being taken by the C.B.C. that will deny reasonable freedom of speech by different individuals regardless of how much I disagree with what they are saying. Truth has never yet been finalized, and if it had, many of the advances we have today would never have occurred because the majority would have denied the minority the right to express itself under law. I am very much afraid that if C.B.C. places itself in the position of being a censor, freedom will receive a very serious setback in this country. I disagree with much that some of these people have said, but at the same time, while disagreeing, I do not want to deny others the right to hear their views, the views of these individuals, providing those views do not contravene the law. And if the law

has to be changed in order to cover that, licence that parades as freedom, that is a matter for parliament to determine the necessary amendment to the criminal code.

Mr. LANGLOIS: On a point of order. We have heard statements here this morning coming from members of the committee who are not witnesses. I think we should confine our discussions here to questions which would be asked of the various witnesses we have before us, and leave our statements to that stage of our proceedings when we discuss the report which will be sent to the House from this committee. My point of order is that this morning, or at any other meetings of this committee, we should confine ourselves to asking questions of the various witnesses.

Mr. DIEFENBAKER: I was following the lead of Mr. Stick.

Mr. LANGLOIS: My remarks do not apply only to you, Mr. Diefenbaker.

Mr. MURRAY: Mr. Stick says that these broadcasts are tripe. Will he kindly explain what is tripe? Tripe may be a very useful thing.

Mr. LANGLOIS: Mr. Stick is not a witness.

The CHAIRMAN: I think Mr. Langlois' point is very well taken. While we have Mr. Dunton and officials of the C.B.C., we might do our best to confine ourselves to questioning these officials.

Mr. HANSELL: I agree we should question witnesses, but at the same time Mr. Diefenbaker has made quite a statement in his usual forceful character, and if we start now to question the witness, Mr. Diefenbaker's statement is left in the air. I would suggest, Mr. Chairman, that we all believe the same thing that Mr. Diefenbaker does respecting freedom of speech, but that is not the issue. The issue is whether or not people are to be permitted to do this thing over the C.B.C., which is financed by the taxpayers.

Mr. GAUTHIER (*Portneuf*): That is my point.

Mr. HANSELL: If anybody wants to get out in Hyde Park, or any other park for that matter, or rent a hall and gather people around him, nobody is going to prevent him from expressing himself. However, when the C.B.C., which is financed by the taxpayer, is used for certain types of what I call propaganda, that is where some of us object. As far as matters being within the law and as far as the law having to be changed are concerned, Mr. Diefenbaker should make one further statement and suggest how we can write laws respecting truth. That cannot be done.

By Mr. Fleming:

Q. I would like to ask Mr. Dunton some questions with a view to gathering some more information with regard to this subject. Does the Board of Governors attempt to draw any distinction with reference to the type of program we are discussing now, between those that are sponsored by the C.B.C. on the one hand, and those that are permitted to go over the airwaves on the other hand without direct sponsorship by C.B.C.?—A. I think, Mr. Fleming, at the last meeting I tried to explain the principles which the C.B.C. apply to this matter, principles which, as we understood, have been approved by parliament through committees before, and that is that we sponsor or approve no opinions that go on the air. We do not either approve or disapprove of any opinions. We simply, in our trust of the airwaves, try to see that there is fair and reasonable opportunity given for the expression of the different viewpoints without in any way sponsoring those viewpoints.

Q. I am not talking about sponsoring opinions. I am talking about sponsoring the broadcasts.—A. It is the same wherever we provide the time on the airwaves, over which we have a trust; we do not sponsor any one opinion broadcast any more than another.

Q. Perhaps we are not of one mind on the use of the word sponsor. Did the C.B.C. pay for those broadcasts, arrange them and pay those who delivered these broadcasts over the C.B.C.?—A. Yes, but we do not make any distinction whether we pay a person or not. I might explain that these broadcasts had been put on the air by B.B.C. in London, and we have a very happy arrangement with the B.B.C., under which a large number of transcriptions of theirs are available to us for a small annual sum. In fact, it would cost us nothing extra to get the Russell series.

Mr. GAUTHIER (*Portneuf*): And what about the other series?

The WITNESS: The others will be paid. Could I just check? The others would be paid as many of the opinions broadcast on the air are paid for.

By Mr. Langlois:

Q. You mean the speakers are paid?—A. Yes. For instance, on programs like Citizens Forum, which are a straight forum discussion with a clash of opinions, the people taking part are paid a fee.

Q. Are the speakers on the various religious programs also paid?—A. No, we do not pay any of the speakers on the religious programs. In fact, the churches have asked that they not be paid.

Mr. MUTCH: Is it not the function of your corporation to provide a forum, and having provided the forum to get what, in the judgment of the corporation, are rather acceptable people to present the various points of view, and it stops at that?

The WITNESS: As I explained it before, we try to see that the different viewpoints are represented on the air, and that able and authoritative representatives of those points of view express them on the air, whether they are commentators or political observers and so on, and in the course of events it seems that to get decent people we have to pay them some fees.

By Mr. Fleming:

Q. Could you give the committee some information about the payments made to those who delivered the broadcasts under discussion now? Could you get that information for a later meeting if you cannot give it now?—A. I could get that, yes.

Q. Can we have that for a later meeting?—A. Yes.

Q. Do you draw any distinction in enforcing the regulations laid down by the C.B.C. in governing not only its own broadcasts but those of private stations as well, between what is allowed to go on the air, on the one hand, and the programs which you sponsor, in the interests of portraying a form of public opinion?—A. I am afraid that I do not quite understand your question.

Q. Then let me be more specific. I could understand a distinction being drawn between allowing people to have time on the air, on the one hand, over your stations or over private stations; but on the other hand, you are actually going out to retain people to make broadcasts in order to put points of view over your own air waves?—A. Yes.

Q. Might I ask in relation to these two rather different types of sponsorship, if I may use the word in that sense, if there is any distinction drawn either in the matter of policy or in the form of regulations of the C.B.C.?—A. In the first place, we would draw no distinction in our own minds between the two. We see no real difference, as applied to private stations.

Q. There being no distinction then in that respect, I would like to follow with another question. You have indicated your purpose in sponsoring broadcasting of what we are discussing here now, such as those broadcasts by Anna Freud, and Bertrand Russell, and others, is that you are doing it in order to give the public an opportunity to hear authoritative exponents of quite different points of view?—A. Yes.

Q. And you do give quite a lot of time to these broadcasts?—A. Yes.

Q. I think the people of Canada like them and appreciate them. There has never been any complaint about the time spent on them; the only complaint has been that you have not given them enough?—A. We even have complaints that there is too much time for religious broadcasting. We do not listen to them. But we do have complaints.

Q. But you sponsor broadcasts of the kind that we are discussing here with a view to setting them off as a sort of counter-balance to religious broadcasts?—A. No. We do not take a neutral attitude towards religious broadcasts. We think that religion plays a principal part in the life of this country, and that it is part of our function to see that there is a good measure of religious broadcasting, in fact a very generous measure, which we have tried to improve and extend in the last few years. For example, we have started the new National Sunday Evening Hour in an effort to bring to many these religious broadcasts, and to make them more real and effective. We do not deliberately try to set up other broadcasts as a counter-balance to religious broadcasts. We do not try to see to it that things which these religious speakers may say on the air are given an opportunity to be refuted by arguments made against them. Broadcasts like these are simply an effort to provide some hearing for various views. They take up but little time in the course of a year. They are an effort to see that some of the main view-points may have an opportunity of expression, because many Canadians wish to hear them, and of those many, there are a lot who are strongly religious people and strong religious adherents.

Q. So there are times when the C.B.C. has occasion to review the scripts before they go on the air and sometimes deny the opportunity to deliver them?—A. I know of no such occasion.

Q. But I do know of one. It is true that it is not a recent one. It is one which I gave you once before. It was an anti-communist broadcast to be delivered by Professor Watson Kirkconnell before the Canadian Club in Toronto, at which time I was the chairman. It was about five years ago; and about two minutes before he was to have gone on the air we received a telegram saying that the broadcast would not be permitted, and it was not permitted. The reason given was that the questions to be raised on that broadcast would offend the regulations. You recall the instance before?

The CHAIRMAN: That matter was raised in the 1944 committee, was it not?

Mr. FLEMING: Yes; and I raise it again today not in order to thrash old straw, but simply to ascertain whether there is any machinery set up by the board of governors to review scripts and to intervene in cases such as that one, and to prohibit the broadcasting of certain scripts?

The WITNESS: I think it was made clear at the parliamentary committee, when this incident came up before, that the incident occurred during the war, and that whatever happened did not have to do with C.B.C. regulations, but rather with censorship regulations. And I think it was brought out that the corporation obtained a legal opinion on it. I think Dr. Thompson, the general manager at the time, got a legal opinion on it, and whatever he said was because of things which applied in war time. I would be glad to check back into the details. But I think that particular incident was a wartime one as to which the ordinary C.B.C. regulations or policy were not concerned.

By Mr. Fleming:

Q. May we take it then that there is no machinery within the C.B.C. to review scripts of intended broadcasts?—A. No. All our people are under firm instructions not to change any script because of opinions in it. The responsibility is that of the station manager or the official in charge of the

origination to see to it that no script violates the regulations. It is up to him. If he wishes, he may see the script, just to make sure. But it is up to him to do so. He has the right, just as a private station man. As I have said, our people are under instructions not to change anything in any way because of any opinions stated.

By Mr. Diefenbaker:

Q. Does profanity violate the regulations?—A. Yes, it does.

Q. Well, I have heard that there is a surfeit of profanity in the scripts of some of the plays going over the air.—A. Yes.

Q. I do not want to mention names because I do not want to go into details like that. I understand that too strong language has been used, language which was entirely unnecessary in order to express the thought that the author intended to convey. However, you now say that the script is examined for the purpose of seeing whether or not it does or does not violate the regulations. What do you do about these plays which seem to regard profanity as an ideal vehicle for the conveyance of thought?—A. We have had complaints about some of the plays which were originated by C.B.C. itself. It has been taken up with the program department, and steps are being taken to have more careful supervision of that sort of thing. It does raise difficult questions particularly in connection with some classical plays and certain modern plays where the author has thought that in some cases fairly strong language is necessary to convey what is often a pretty important idea. It becomes not an easy matter to decide just how far the language should go, or rather how it should be modified. I think some slips have been made, and they would certainly be checked up. But I do not think that there has been a use of profanity in a loose way for the sake of dirt. I think that usually the author has used profanity with a very sincere purpose in mind. But I think that purpose could often have been expressed just as well with a modification of the language. It is not an easy subject.

Q. I realize that it is not, and I do not want to have an unnecessary explanation. But there was one play which I listened to recently which would not have lost anything if it had not had so many words of profanity included in it.—A. I agree. Some writers seem to think they need to use strong language in order to get an effect. That should not be allowed at all. I think in some cases there is often bad judgment used.

Mr. MURRAY: Mr. Chairman, is it taken for granted then that Mr. Bertrand Russell's material is all blasphemous and unworthy?

The CHAIRMAN: No, not at all.

Mr. MURRAY: Then I think somebody should point out the blasphemous parts of it and that we should not condemn the material without forming opinions on it.

The CHAIRMAN: We are merely questioning the C.B.C. officials while they are here and available to us.

Mr. MURRAY: But have we not taken it to be specific material which should never have gone on the air?

By Mr. Gauthier (Portneuf):

Q. I would like to ask Mr. Dunton if he knows whether the scripts which I mentioned were offered to the C.B.C. by their authors, or if the C.B.C. asked for them?—A. I believe the way it would be done is that the C.B.C. program department would get in touch with, probably, several leading psychologists, and would probably find, let us say, four who would be interested and willing to do scripts. The C.B.C. would not suggest what they should put in the scripts, or censor what was in them.

Q. The scripts would not have been read by any official of the C.B.C. before going on the air?—A. I think they would have been read.

Q. Who would read them? A specialist on these things?—A. The officials in our program department and our program department includes, naturally, people possessing a good deal of experience in a number of fields.

Q. Can we not learn the names of these people who read the scripts beforehand? I would like to know their background?—A. The C.B.C. as a whole would be responsible for the scripts which go on the air. Our people would not try to change any opinion. They would review the scripts to see that there was no violation of the regulations. But we would not try to change the opinions at all.

Q. I am not criticizing you, but I think that these scripts should not go on the air. Somebody spoke about Bertrand Russell. I am going to speak about Chisholm, Freud, Binger and Cameron. I said the other day that we are fighting communism, materialism. Well, you have scripts here defending birth control. If you have read them you will see in Chisholm's lectures and in Cameron's lectures that they are advocating birth control. If it is that kind of philosophy that we are going to present to our people in Canada, I do not see how we can advocate freedom of speech and just let them go on. As far as Freud is concerned, he gave help to the psycho-analysts but he went into philosophy, it was not the same thing at all. He is denying free will in his series. Do not let anyone tell me about me being dogmatic, because one man who was more dogmatic than anyone else was Freud. Think of the council he held when he put away Adler and Jung because they were heterodox to his beliefs. He was so dogmatic that when he speaks of philosophy, of our way of thinking and living, he denies free will. No one can tell me that it is not denying free will, because when you speak, Mr. Dunton, there is a fight between your conscious and your unconscious self, which means you are not free to talk.—A. Oh, I think I am.

Q. No, you are not, according to Freud. If you knew something about Freud, you would know that he is denying free will and I do not think that is the kind of philosophy we should broadcast over the air to our Canadian people, especially when we are opposing materialism and fighting communist materialism at the same time. That is all I have to say.

The CHAIRMAN: Might I suggest that since we have heard a number of points of view, we should now follow Mr. Langlois' suggestion and confine ourselves to asking questions in these proceedings?

Mr. MUTCHE: Is it not of value that the witness should have the opinions of the committee? I disassociate myself with most of the remarks I have heard this morning, but I cannot help but think that it might be good for our conscious or subconscious minds, if Mr. Dunton could have the opinion of the committee.

Mr. FLEMING: I presume that the opinion of the committee would be conveyed to the C.B.C. in the report of the committee itself.

The CHAIRMAN: That is right in the hands of the Committee.

Mr. FLEMING: Then there is a great deal more information which we can ask of Mr. Dunton in connection with it.

Mr. KNOWLES: Mr. Chairman, I have listened to the discussions following Mr. Langlois' point of order, and I think there are arguments both ways. I am only here for a day or two in order to substitute for two of our members who happen to be away, so I shall be very brief. But since this subject has come up, and since views have been expressed by members representing different groups in the House who are here, I feel that I should say just a word or two. I know that Mr. Knight and Mr. Coldwell, the regular members of the committee, are as deeply concerned about it as I am. We do feel that democracy

depends, amongst other things, upon the capacity of our people to do their own thinking. We feel that to the extent that the C.B.C. puts on programs representing different points of view and encourages our people to do some thinking, even about concepts that we may take for granted as pretty basic ones, that to that extent they are rendering a service.

I want to put in this word: that so far as we are concerned, we commend the C.B.C. for bringing various points of view to the attention of our people. And I may say that Mr. Coldwell, Mr. Knight and I have read these scripts of broadcasts given to us. There are passages in them which are perhaps a little "high falutin", and over the heads of the listeners. They remind me of days when I sat in college and tried to take down notes from a lecturer. But apart from that, I see nothing offensive in them, and I think it is good for programs to be put out which require people to do some thinking.

Mr. LANGLOIS: Mr. Chairman, speaking again to my point of order, I think that the expressions of opinion that we have just heard from various members of the committee should have been postponed until we reached the stage in our proceedings when we would have to consider our report to the House. I do not agree with my friend, Mr. Mutch, when he says that it might be a good thing for the witnesses to hear the opinions of members of the committee. I do not think we are here for the purpose of influencing the witnesses by our own opinions. We are here in order to get from them statements of facts, and after hearing all the facts, we shall base our own opinions, and report to the House of Commons. It was with this thought in mind that I raised my point of order a few minutes ago. So I think, Mr. Chairman, we should now revert to the questioning of the witnesses in order to gather those facts on which our report to the House will be based.

Mr. GAUTHIER: Mr. Chairman, I do not agree with Mr. Langlois. We are here as representatives of the people. The people have something to say. We are financing the C.B.C. There has been a lot of protest against these scripts and lectures given by the C.B.C.

Mr. LANGLOIS: I am afraid you did not understand what I said.

Mr. GAUTHIER: Yes, I understood you. But as representatives of the people we have opinions to give. And if I understood the member from Cariboo, at the last meeting he said that we should take into consideration these four scripts and lectures given by Russell, Chisholm, and the others. Is that not right?

Mr. MURRAY: We cannot very well pass opinions on them until we have read them.

Mr. GAUTHIER: You asked to have two or three days in which to read them. You have read them now and I take it you are ready to give an opinion.

Mr. MURRAY: Yes.

Mr. GAUTHIER: I understood that we were to discuss these scripts and lectures at the next committee meeting, which is today. Therefore, I do not agree with Mr. Langlois.

Mr. LANGLOIS: Mr. Chairman, apparently Dr. Gauthier has misunderstood what I said. I would not deprive any member of this committee of the right to express his own opinion. But I would ask the chairman to allow those expressions only at the right time of the proceedings, which is when we are considering our report to the House. We are here at the stage of our proceedings when we should be gathering facts, and our questions should be addressed to the witnesses. After we have heard the answers to our questions and after we have gathered sufficient facts, then we will ask any member, Mr. Gauthier or anybody else, to express his own opinion based on the facts he has heard pre-

sented before the committee, and based on the documents produced before the committee. As I have said, I do not want to deprive anybody of his right to express his own opinion.

Mr. GAUTHIER: I think I understood it quite well. I agree that at the last meeting Mr. Murray asked that we should discuss these matters at our next committee meeting. Is that not right? Well, I think we are in order in discussing them today.

Mr. SMITH (*Moose Mountain*): But did we as a committee agree to the suggestion?

Mr. STICK: I think I was the one who started the ball rolling when I asked permission from the chair to raise a question. I agree with Mr. Langlois up to a point, but I hope that this committee is not going to become a court of law, which is something that might happen if this committee cannot ask questions and express opinions.

The CHAIRMAN: My own recollection of the last meeting was that the scripts under discussion were asked for, and that it was clearly indicated that that subject would be discussed at an early meeting. I think I have allowed a good deal of expression of opinion this morning. Therefore, without making a specific ruling on Mr. Langlois' point of order, might I suggest that since we have already had a rather wide discussion, we should not be too strict in sticking to questioning. And I am sure that if we do attempt to question Mr. Dunton, that in the course of such questioning we will undoubtedly hear part, at least, of the opinions of the questioner concerned. So may we not proceed along those lines without making a specific ruling? If so, I would be very happy.

Mr. FLEMING: Mr. Chairman, I think there will be a good many opinions to be expressed on the subject, and I think it is a question of time. Undoubtedly this committee will not write a complete report until it has clarified its views on the subject. I understand that the C.B.C. asks for the opinion of the committee in that respect.

The WITNESS: As we have pointed out, we operate under principles; and if those principles are going to be changed, they should be changed by parliament.

Mr. DINSDALE: Mr. Chairman, I have a question on the following point: it has been mentioned several times during the discussion that the material presented in these speeches is rather of a rarified nature and would not appeal to a wide listening audience, perhaps. In short, this material is more peculiar to the academic atmosphere than to the atmosphere of the ordinary listener. So I am wondering what the policy of the C.B.C. is in presenting this type of material. I wonder whether they want the appeal of this sort of academic material to be confined to institutions of higher learning? All of us know that Bertrand Russell, Chisholm, Freud and so on are discussed quite freely, particularly in departments of social sciences in our institutions of higher learning. I know that overseas, when the opportunity afforded itself, those of us who were interested used to go out of our way in order to hear Russell and others. As a lecturer he was quite interesting and his remarks were rather unusual. So I ask if it is the policy of the C.B.C. to try to extend, or to try to get a larger group of people raised to the level of thought of his lectures, the level at which they are considered in institutions of higher learning, in our colleges, universities, and so forth?

Mr. MUNCH: Or, do they think that ideas are dangerous?

Mr. DINSDALE: Or, is there some other policy?

The WITNESS: We regard our job as one of seeing to it that different viewpoints get an airing. Our program department arranged for four leading psychologists to give the talks. I do know that there has been remarkable

public interest shown in that series, and when I heard about it, I was quite surprised. These talks were broadcast on Wednesday nights as part of the Wednesday night programming, which, as you know, is aimed at presenting more solid material. And when it was suggested that they were intended more for higher learning, I feel you will be interested in knowing of the number of letters and requests which have come in for copies of those talks. I think we were told by the Massey Commission that we should perhaps broadcast more material of real lasting value. This was simply an effort, under general principles approved by parliament, that all main view-points have a chance to be heard.

By Mr. Richard:

Q. Mr. Chairman, is it the type of material which would be of most interest to people in most areas where they have no other channel to listen to? Do you think that such talks as that should be broadcast throughout the country over all your network?—A. Under the principles applying, we understood it to be our function to see to it that these view-points had a chance to be heard. They occupied for half hours on Wednesday evenings.

By Mr. Fleming:

Q. These scripts were arranged in the form of a series, were they not?—A. Yes.

By Mr. Diefenbaker:

Q. And as to those principles which you said you were applying, they have been laid down by parliament?—A. In general, they are stated in the white paper, where there is set forth the regulations as to basic principles which have been laid before previous committees and approved by them: that all view-points should have a chance to be heard, and that the air belongs to the people. It was indicated that a very considerable number of people had a wish to hear these broadcasts. A number of us do not agree with what was said, but that is not saying that it would not prove to be of interest.

By Mr. Boisvert:

Q. Were you aware, Mr. Dunton, that Bertrand Russell had been barred as a lecturer in New York City?—A. No. But I am aware that Bertrand Russell took part in national broadcasts and television programs in the United States.

Q. Were you aware that the courts decided that his philosophy contravened the criminal law of the United States?—A. I do not know about that. But I do know that Bertrand Russell was invited to the United States and that he appeared on television programs there; and I do know that he spoke quite frequently on the air in England. In fact, he was on the air in Canada a few years ago in a series which a number of people found very interesting; and as to which so far as I can remember, there were no complaints.

Mr. RICHARD: Could you not find four or five lecturers with view-points which were not perhaps so advanced as these, and who would be within the reach or appreciation of the ordinary man in this country?

The WITNESS: We try. It is also a basic principle that there is a right of answer. For instance, in answer to the Russell series last Friday night there was a panel of three people who went on the air and discussed Russell's ideas and took a number of them apart.

Mr. MUTCH: Who were they?

The WITNESS: Rev. Derwyn Owen, of the Church of England, professor at Trinity College, Toronto; Professor Irving, Professor of Philosophy, Toronto University; and Professor Carpenter, Professor of Anthropology, at Toronto.

By Mr. Decore:

Q. When you approach these people, like Dr. Chisholm, to make these broadcasts, I suppose you already know something about their background and the type of opinions that they might express on the air?—A. Our program people naturally have an idea of their background and opinions they are likely to express.

Q. In other words, does the C.B.C. encourage these talks or this type of broadcast over the air?—A. As I say, we have the trust to keep the airways free for the expression of different viewpoints. Many people are interested in this matter of modern psychology. This was an effort, not a very big effort, to get the views of four leading psychologists on the air and to give people a chance to hear them.

Mr. SMITH (*Moose Mountain*): At our last meeting Mr. Dunton, in speaking, mentioned, I believe, that on these broadcasts that we are now speaking about, the comments to C.B.C. were 10 to 1 in favour. I think that is what Mr. Dunton said. I wonder if that should be taken too seriously. I question whether the majority of the people are in favour. Now, if I may say a word on that—probably I am Peck's bad boy on this thing—but I mentioned this matter in the speech from the throne, and I want to say here I was not prompted to do so by the head of any church or any churchman. I was speaking to the average listener in my constituency. Now, as a result of that speech I have had a comment from one Catholic priest in my constituency who wrote to congratulate me, and also comments from three Protestant ministers. I had two telegrams, one came from New Brunswick and one from British Columbia. I have, I think it safe to say, 15 or 20 letters, and I want to say here that although ten were in favour of what I said and none opposed, yet that does not say that the public agree with what I had to say.

The WITNESS: I was asked how the comment had been and I said what it had been. It appears to have been favourable. We have not heard any criticism from heads of churches, although I would be anxious to know if there had been any. There has been favourable comment, not necessarily agreeing with the views, from one church publication, in Saskatchewan.

Mr. LANGLOIS: I gather from the answers so far given by Mr. Dunton that these speakers have not requested time on the C.B.C. but have, on the other hand, been invited by C.B.C. to express their opinions.

Mr. FLEMING: And paid for it.

Mr. LANGLOIS: And paid for it. How can the witness now say that by not inviting them we are curbing, in a sort of way, their freedom of speech or their freedom of opportunity of expressing their own opinions?

The WITNESS: May I explain, Mr. Chairman, that Dr. Chisholm, Bertrand Russell, or any others have not a right to go on the air in Canada, because the air is limited as to the number of channels and the number of hours. My understanding is that the people of Canada have a right to listen to different opinions, and it is our function to arrange that these different opinions do have a chance to be heard. We have found that in so arranging, and dealing with all sorts of people, it is necessary to pay a little money to see that we get good representatives of the different points of view. I do not think Dr. Chisholm has any right as of himself to be on the air. I do suggest to you the principle, however, as we understood parliament, that the people in Canada who wish to hear ideas on modern psychology should have some chance to do so.

By Mr. Langlois:

Q. So therefore, in your opinion, we are not curbing anybody's freedom of speech by stopping these broadcasts?—A. Supposing parliament should decide to curb freedom of the air, should say certain opinions may go on the air and

certain may not, that would be curbing the rights of Canadians to hear different opinions. Remember, a lot of people wish to hear Dr. Chisholm and these other psychologists. If parliament bans them, those people have no right to hear those opinions.

Q. Just as the law provides that no driver shall drive at 80 miles an hour in the city of Ottawa. Mr. Dunton, in answer to a question some time ago, you said that the C.B.C. does not approve of the opinions expressed, but do you not do so, though?

Mr. FLEMING: Not necessarily.

By Mr. Langlois:

Q. Not necessarily. But does he not think that the people know that these people are paid by the C.B.C., that they get this time free, that he gives the authority of the C.B.C. to whatever they say. Is not that thought in the minds of the people listening to their programs?—A. I do not think so. I do not think when people are listening to a spokesman for the Liberal party that the C.B.C. is approving that opinion, or that when a Progressive Conservative speaker is talking, that the C.B.C. is confirming his opinion.

May I go ahead? I think most of the people in the country understand and are fairly glad to have a chance of hearing different viewpoints. Remember, they can shut their set off if they do not wish to listen to them. I think these people know that the C.B.C. is not approving any opinions that go on the air but is merely providing a chance for those different opinions to be heard.

Q. Do you announce at the beginning of your broadcasts that these opinions are not shared by the C.B.C.?—A. I think we used to.

Q. I notice that there is such a notice in newspapers publishing letters to the editor.—A. We have understood that most people at least understand the question of freedom and understand that the C.B.C. is not sponsoring any opinion that goes on the air.

Mr. FLEMING: You do say that with regard to political broadcasts.

The WITNESS: I do not think so.

By Mr. Langlois:

Q. Mr. Dunton, in your answer to my question you established a comparison between political speeches over the radio and said that the people understood that the C.B.C. did not share the opinions expressed necessarily, but in the case of these political broadcasts, as in the case of religious broadcasts, you mentioned that the speaker belongs to such a party or belongs to such a religious sect or religion or group, and right away the listener is warned that these men are expressing the opinions of their groups. If, for example, an Anglican is listening to a sermon by a Catholic priest, he will know right away that this man is not expressing C.B.C. opinions but those of his own church, and vice versa in the case of a Catholic listening to a sermon by a Protestant minister on the radio.—A. I would suggest the same thing applies pretty much to other broadcasts. They are identified and the people right away realize that these people are speaking their own points of view.

The CHAIRMAN: Is there an introduction which identifies them?

The WITNESS: Yes, there is always an introduction on every talk.

By Mr. Langlois:

Q. I note here that at the end of these scripts you have notes on the life or previous activities of the speaker. Is that all that is said to warn the people that you do not share the speaker's opinions, because I think these comments give authority to whatever is said.—A. I would have to check, Mr. Langlois,

to see if those notes were or were not on the air. I doubt it. I think those were notes from the printed booklet on these talks which were put out because of the demand for them.

Q. I have read these notes and I feel that if they are sent over the air either before or after the broadcast they just add weight to whatever is said.—A. Mr. Chairman, we will try to get what was said at the opening and closing remarks. I suggest to the committee that if every opinion talk that went on the C.B.C. was accompanied by a disclaimer, it would be boring for listeners.

Q. I think it would be better to bore them for a few seconds than to give them the impression that the C.B.C. is sponsoring those ideas and shares them.

By Mr. Fleming:

Q. Mr. Dunton mentioned that the scripts of Bertrand Russell were read by the C.B.C. in advance for possible contravention of the regulations.—A. I am not speaking from personal knowledge, but from my knowledge of the usual procedure. I am sure the scripts would have been read.

Q. I think you may not want to do it at this time but you could inquire into that for the purpose of indicating to the committee the procedure that is followed by C.B.C. on these and, no doubt, on other broadcasts; the steps that are taken by C.B.C. to review scripts. We would like to know how far the review goes, whether it is just a matter of checking for libel or blasphemy or sedition.

Mr. Mutch: What you want to know is about censorship.

Mr. Fleming: I want to know what machinery C.B.C. has set up, and what is the type of official who does that type of work. Is it a senior official or some lesser senior official who looks it over to see if there is any sedition or blasphemy or libel there?

The WITNESS: I can explain pretty well generally what takes place. The talks department requests a number of people to undertake these talks. The scripts would come in. They would be looked over to see if there were any, by chance, violations of regulations in them. I am quite sure the talks department would not question the opinions of people like that. They have tried to get eminent representatives of modern psychology and they would not go further than that. But apart from the question of who looks at them there is a general chain of responsibility, and if any question comes up, the C.B.C. has to take the responsibility, but not for opinions expressed.

By Mr. Hansell:

Q. Mr. Chairman, might I ask this question for the purpose of asking a second one? Did any of the gentlemen in this panel of speakers—that is, Doctors, Freud, Russell, and Line—ever request that they or their philosophies have an opportunity to be expressed over the air?—A. I would think not. I could ask, but I have not heard of them asking.

Q. I would fancy not, too. The reason I asked that is this: would we not then have to conclude that your talks department, or those that are responsible, are therefore taking it upon themselves to determine what themes or subject matter should go over the air?—A. Let me put it this way. Our talks department and the C.B.C. as a whole look around and see that there are a number of different viewpoints in which a number of different people are interested. They would see, obviously, that one point of view is that of modern psychology, and the C.B.C. has a big responsibility in making arrangements for the different points of view to be heard. In this case they thought there was a point of view on modern psychology which should be expressed on the air. That was

done, and I think the facts have proved they were right because of the very great interest in the talks evidenced by large numbers of the listening public.

Q. Then it is the responsibility of some individual, a panel or a committee—I do not want to use a general term of talks department—it must be the responsibility of some individuals or set of individuals to choose whom the speaker should be.—A. It is finally the responsibility of the corporation as a whole.

Q. I know that, but somebody has got to do it, and I do not suppose the corporation as a whole says to Mr. X, "Now, why did you recommend this particular speaker?"—A. Frequently there is criticism in checking up inside the corporation. Mistakes naturally are made and there has to be a chain of responsibility.

Q. It is just like saying that the board of directors of the C.N.R. have the responsibility to see that their trains get in on time.—A. I think it is a little more than that because, particularly in this field of opinion and idea broadcasting, we try to watch out pretty carefully from the top, and it is more than the responsibility of having a train come in late. Mistakes are made. We try to check up and sometimes it is considered in advance.

Q. I will come directly to my point. Can you give the committee the names of those who constitute the panel of men who choose these speakers?

A. There is no such panel, Mr. Hansell.

Q. Pardon?—A. There is no such panel.

Q. Somebody must do it.—A. A number of officials all the way up. They are officials in the talks department, through the head of the talks department to the general supervisor of programs, to the director general of programs, on to the general manager and myself, and the whole board, but at any particular stage there is no one panel of people doing it.

Q. The answer does not satisfy me because I do not think it can be done that way, frankly. Somebody has got to start it. Somebody has to call people together. Somebody has got to discuss it. Somebody has got to write to these people to ask them if they will do so.—A. Yes, that is so, but there is a chain of checking all the way up and it will vary according to the circumstances, as it should in any well run body—they might have one or two individuals deciding important questions on their own.

Q. May I ask, then, since I do not seem to be able to get very far on this, could you submit to us the names of those who are employees of the talks department, together with their particular positions?—A. I could do that if the committee wishes, Mr. Chairman. I think it would be very unfortunate if the committee began questioning or considering individuals when it is the C.B.C. as a whole which is responsible. I much prefer to deal with it as a matter of corporate responsibility.

Mr. MUTCH: I suggest it would be highly improper to do that. It would perhaps, unconsciously, end up in an attempt to prejudice the position of an individual—where you are dealing with a matter of corporate responsibility, for the same reason that in the House of Commons you refuse to disclose departmental matters because neither the friends nor the enemies of the administration are going to permit someone in the House of Commons to pillory someone who is performing his duty under delegation. In my view, is the same in your department. So far as I am concerned, I would oppose anything of that type of question.

Mr. FLEMING: Can I just discuss that point, Mr. Chairman? This is not a question. I asked Mr. Dunton if he would indicate to us something of the seniority of the persons who are reviewing scripts, for instance. That is a little different from the information Mr. Hansell wants, but I think the com-

mittee is entitled to know something of the qualifications. I am not asking for names but the degrees of seniority in the establishment of those who are discharging these responsibilities.

Mr. MUNCH: That is like saying in a small group "I am not going to make mention of any names but the man with the one eye is the one I mean."

Mr. FLEMING: No, no, that is a different thing altogether—to talk about qualifications.

The CHAIRMAN: Would it suffice if Mr. Dunton told us how a particular program was arranged, that is, working from the stations' point of view up to management without mentioning any names?

By Mr. Stick:

Q. How does the C.B.C. determine what the Canadian people should or should not hear? Do you have requests coming in for a special type of broadcast? What procedure do you have as to what should go on the air or what is required for the general public of Canada?—A. I wish, Mr. Stick, that there was a definite laid-down formula which we could go by to assure us completely that we were putting on the air all the main opinions and yet be completely fair about it. Unfortunately there is no such formula I know about. Therefore, that becomes a matter of corporate responsibility, trying to see we do give a fair opportunity to all main viewpoints and any views that are interesting. So, as a corporation, we try to keep in touch with trends of thinking in the country, and I suggest we have not done too badly.

Q. I am not criticising the C.B.C. on that.—A. It is a very difficult job.

Q. Usually your check comes after the broadcast and not before?—A. That is right.

By Mr. Balcer:

Q. Mr. Chairman, I would like to ask Mr. Dunton a question. He said a few minutes ago the idea behind these programs was that C.B.C. figured a certain number of people might be interested in certain opinions or viewpoints so it could put on the air some speakers, to give listeners the different viewpoints. Following the same line of thought, why do you not think that a lot of people in Canada would like to listen to communist propaganda?—A. Do you think as many would want to listen to that type of program as would want to listen to a series of broadcasts on psychology?

Q. Probably more.—A. To my way of thinking, I would not think so. That is a matter of judgment though.

Q. But if the C.B.C. has no other principle than that a certain number of people are interested in listening to certain things—I mean if you have no definite policy outside of that—it could be a very dangerous proposition, because in any society a lot of people would be, for instances, interested in communism, and would like to hear certain things that would offend the rest of Canada.—A. That is a proposition that has been approved by parliament before and it seems a pretty essential one if you are going to have freedom of the air.

Mr. MURRAY: Surely you would not give Mr. Vishinsky 15 minutes on the air?

The WITNESS: No, but Mr. Vishinsky's views are reported in the newspapers. I suppose some communist views do get on the air occasionally under the auspices of the United Nations, for instance. In certain instances some people, labelled communists, have been put on the air. One of the Polish delegates to the United Nations, a known communist, was on the air and we got quite a lot of praise from people for having a communist's point of view

argued with non-communists on the air. Another forum from Calgary a year or two ago had on it a member of the Labor Progressive party, and labelled as that, and he argued with other people about Soviet attitude or policy. There, again, we were praised because the communist point of view was so well exposed and argued against by other people. I would say that communism is a viewpoint that not many people want to hear about in Canada, and therefore as a matter of practice very seldom would any kind of communist opinion go on the air.

By Mr. Hansell:

Q. Following Mr. Balcer's question, might I ask this. Presumably Mr. Dunton has read Dr. Cameron's broadcast. Does he twig anything in that broadcast that plays into the hands of communist philosophy?—A. That is a difficult question.

Q. It is not difficult for me because I am saying it does.—A. I would like to read the script again. I do suggest it might be a difference of opinion whether there was any suggestion of communism.

Q. I do not say suggestion of communist. I say play into the hands, aid and abet communist philosophy, because that is exactly what it does.

Mr. MUTCHE: This is a fair question: In what way could that be possible? In what way do you think that is true? That challenges me more than anything I have heard this morning. How can it be that the expression of a psychologist's viewpoint might be putting into somebody's heads ideas of communism and lead them to think of it? I cannot understand. I am interested in that. Perhaps the committee would let you indicate what you mean.

Mr. HANSELL: I would suggest in the script by Dr. Cameron he is propounding of a philosophy of man's dependence upon himself to a place where God is ruled out, and that is communism.

Mr. GAUTHIER (*Portneuf*): Exactly.

Mr. MUTCHE: There are some misguided people in this country who have ruled out God. You would not surely interpret that as communism? Let us put it the other way. People who do not accept God can, by no stretch of the imagination, be considered communists or even aiding or abetting communism.

Mr. HANSELL: I am not talking about individuals. I am talking about those ideas going out to over half a million people, softening up their minds so that they are ready for the acceptance of what the communist policy holds forth. I will put it this way: I will suggest to you that every individual that was behind the peace movement propounded throughout the world recently would say "Amen" to Dr. Cameron's broadcast.

By Mr. Langlois:

Q. In answer to a question a while ago, Mr. Dunton stated that in his opinion the communist sympathizers in Canada were few. Are we to understand, then, if they were more numerous that they would be entitled to have their propaganda broadcast over the C.B.C?—A. I would not think so, but I suggest that regulation of communist propaganda is a matter for parliament. We try to apply with common sense the rules about it and in common sense we do not see how we can place communist propaganda on the air.

Q. Nevertheless, according to the present way of thinking of the C.B.C., they are being deprived of the privilege of listening?—A. We only speak of main viewpoints because there is no room on the air for every individual crackpot who wants to get on the air. That does not make our job any easier because we do see that the main viewpoints get on the air. Under the Canadian Broadcasting Act, communist candidates have to be given a fair chance on the air. It is up to parliament to change that.

Q. There is some danger of laxity of the rules in this respect?—A. That would be a matter for parliament.

By Mr. Fleming:

Q. We were told here that this series of broadcasts we are speaking of now went out over only the English, the trans-Canada, network, I think. Why was that? I am not suggesting you should have put it over the French network, but if you thought it was a good broadcast for the English network, how do you draw the line? You do not apparently put a translation nor a corresponding broadcast by some French-speaking psychoanalyst of the same point of view? Is it not a fact that the reason you do not put these over the French network is that you would give a great deal of offence to the listeners on the French network?—A. A lot of different broadcasting is put on the two networks. We often wish that they were closer together, but there is a difference of atmosphere and wants and needs. In the first place, our people would not think of putting it on the French network. They are in English, and are English opinions. And secondly, in our judgment, there would be far fewer people interested in this sort of thing.

Q. Is it not for this reason: that you think there would be a very strong public protest against it on the part of listeners on your French network? —A. Very possibly.

Q. Your interpretation of policy is that you say it is the duty of the C.B.C. to give various points of view, and because there are some people who like the point of view of these psychoanalysts, therefore time should be allowed to them on the air. I do not follow you consistently on that, when you put it over the English but not over the French networks.

Mr. RICHARD: It is because the French speaking people are not interested in the same psychoanalysts as the English people would be.

Mr. FLEMING: That may be. But I think you would get a much stronger public opposition.

The WITNESS: You see fewer people are interested.

Mr. MURRAY: Fewer people with intelligence would pay any attention to it.

Mr. KNOWLES: I wonder if any member has the right to accuse Dr. Cameron and by inference the C.B.C. of putting out ideas that are intended to deny belief in God, when in reality all that people like J. A. Cameron do is to re-define a concept? It seems to me that there are times when ones accepted definition of God is challenged, and to some people it is a bit uncomfortable to have any accepted idea challenged even if all that is suggested in a new definition. I invite the committee to consider the possibility that there is essentially a religious character to some of these broadcasts. I felt that to be the case when I read through them. There are paragraphs in some of these scripts which I thought are, in nature, essentially religious and perhaps more religious than some of the traditional concepts which we sometimes accept.

Mr. LANGLOIS: How can you call this religion?

Mr. KNOWLES: For instance, Dr. Cameron in his concluding paragraph expresses hopes that are very idealistic; so I am satisfied that far from these broadcasts being contrary to religion, we should be open minded enough ourselves, as members of parliament, and realize that the ideals put forward might provide at least a long-range solution to some of the problems of our time.

Mr. STICK: What about communism?

Mr. KNOWLES: I think the thing to do about communism, enough is to study it and come to one's own conclusions as I have done, and I reject it.

Mr. STICK: The same principles apply.

Mr. KNOWLES: Oh no!

Mr. STICK: Oh yes. Let us be open minded about communism.

Mr. KNOWLES: I think a person who has studied communism and knows all about it, and then rejects—

Mr. LANGLOIS: Would you allow the average Canadian to study communism and form his own opinion on it?

The CHAIRMAN: I thought we had agreed to stick to the questioning of witnesses.

Mr. KNOWLES: Mr. Chairman, I suggest in view of the seriousness of our times and in view of the many solutions which have been tried in the past, particularly with respect to thinking, and that have not yet solved our problems, that it would not hurt us to consider new ideas such as these people are submitting to us. I agree with Mr. Mutch that ideas are not dangerous, and I would like to commend the C.B.C. for inviting us to think. If they have not done it for the Canadian people, at least they have made us think in this committee, and that is all to the good.

Mr. MUTCH: I would like to make a correction of one slight remark of Mr. Knowles. I did not say that ideas could not be dangerous. I meant to infer that a thing was not necessarily dangerous even if it was an idea or a new idea. You see, there is a difference. Ideas can be dangerous if certain people use them in certain ways.

By Mr. Langlois:

Q. During an exchange between Mr. Fleming and Mr. Dunton, it was stated, I believe, by Mr. Dunton that the reason why these broadcasts were not put over the French network was that, if I understood him correctly, there would be greater opposition from French-speaking Canadians.—A. I did not say that, Mr. Langlois. Mr. Fleming said it. I did not.

The CHAIRMAN: No. Mr. Fleming said that he thought that would be it.

Mr. LANGLOIS: That is why I was against statements being made this morning, because we are going to confuse the evidence with statements made by members of this committee.

The CHAIRMAN: I think that Mr. Dunton should clear that up. I do not think he agreed with Mr. Fleming's suggestion at all.

The WITNESS: No. In the first place, the question did not arise. Most of the programming for the two networks is handled completely separately. The question would not come up because we would not think that it would have the same interest among the French-speaking listeners.

Mr. SMITH (*Moose Mountain*): I cannot see why there should be a difference in Canada. What is sauce for the goose is sauce for the gander. What is given here for the English speaking people should be given as well for the French-speaking people.

Mr. MUTCH: What is the matter with the C.B.C. using their discretion to put in any area, whether it be racial or not, the type of program which the people in that area might be expected preponderantly to prefer? After all, it is public service and there is some responsibility on the part of the C.B.C. to make some attempt to please their listeners. There is nothing wrong in attempting to do what is undoubtedly true, namely, to realize that this philosophical or psychological approach to some of these questions is likely to be more offensive to some groups or religions than it is to others. So why should the C.B.C. not pick out the people to listen to them? It is not simply the people who do not understand. It may be a mistake to do that.

Mr. FLEMING: Mr. Dunton referred to the white paper which was issued in 1944, and stated that it had been approved by a parliamentary committee.

Actually, I do not think it has been under serious study before the past several committees. Might I suggest that copies of that white paper be circulated and that a further study be made of it. We are going to have a discussion on this question afterwards in the light of what has been said here this morning.

The CHAIRMAN: Is it agreed that copies of the white paper be distributed?
Agreed.

By Mr. Whitman:

Q. Is that the white paper which contains these regulations?—A. Yes.
Q. Then, I for one would like to see it.

The CHAIRMAN: Yes, it is agreed.

Mr. FLEMING: Mr. Chairman, my next question is on a different subject. I have raised this question before. I do not say that it applies to the C.B.C. stations but it relates to their responsibility of having some supervision over broadcasts which go out over private stations. I think there is altogether too much laxity in the crime or murder programs. A great many of your listeners are juveniles, and I think for them to listen to broadcasts of that type is altogether harmful. I speak from observation and I think the C.B.C. should take steps to try to put some curb on that type of crime or murder program. I do not think they are fit programs for children's ears.

The WITNESS: May I make a comment on that, Mr. Chairman?

The CHAIRMAN: Yes, please.

The WITNESS: I think you will not find many of them on the C.B.C. networks now. But there is a difference in connection with the private stations. It is a difficult kind of thing to check by regulations. If the question comes up: "What is a good, or what is a bad mystery program?", how are you to define it? It does seem to me to be primarily a matter of responsibility on the station itself.

By Mr. Fleming:

Q. You do have a general responsibility with respect to private stations as well as your own programs?—A. I agree with you, but I say it is a difficult thing to do by regulations. It is the sort of thing which I hope would be better taken care of through a sense of responsibility on the part of the broadcasters themselves.

Q. Well, I do not think that responsibility is being adequately met at the present time. There is no perceptible diminution of the number of crime programs which go out. We have had to take action to curb the so-called crime comics; yet I am satisfied that these programs on the air reach more juvenile minds than did the crime comics. And as far as I can see, these programs are still flourishing. I have not found any reduction in the number of them.

Mr. LANGLOIS: You would not want to deprive someone of his liberty to listen to these things?

Mr. FLEMING: If we admit that the arguments are sound—and I think most of us did so admit in the House of Commons, when we passed the amendment in connection with crime comics—we admit that they do influence the minds of children and I think that the same thing applies to crime programs.

Mr. LANGLOIS: The same principle applies in defence of them. It is exactly the same thing.

By Mr. Murray:

Q. Does not "Stage 52" tend to balance it?—A. I do not think we put it forward as a balancer, Mr. Murray.

Q. Or, let us say, "The Songs of Solomon"?—A. Yes, there are some programs which are sometimes heavy going; but they are aimed at an adult audience.

The CHAIRMAN: Gentlemen, before we adjourn, in view of Mr. Fleming's suggestion, would it be agreeable to you to leave the next meeting to the call of the chair?

Agreed.

I wonder if the agenda committee would mind remaining for a few minutes after we adjourn today?

The committee adjourned.

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament
1951

(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

THURSDAY, NOVEMBER 22, 1951

WITNESS:

A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

MINUTES OF PROCEEDINGS

THURSDAY, November 22, 1951.

The Special Committee on Radio Broadcasting held its fourth meeting at 3.30 p.m. The Chairman, Mr. W. A. Robinson, presided.

Present: Messrs. Boisvert, Coldwell, Cote (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Fulton, Gauthier (*Portneuf*), Gauthier (*Sudbury*), Hansell, Knight, Langlois (*Gaspe*), MacLean (*Queens, P.E.I.*), McCann, McWilliam, Murray (*Cariboo*), Mutch, Robinson, Smith (*Queens-Shelburne*), Smith (*Moose Mountain*), Stick and Whitman. (22).

In attendance: From the Canadian Broadcasting Corporation: Mr. A. D. Dunton, Chairman, Dean Adrien Pouliot, Dr. G. D. Steel, Mr. W. H. Philipps, Mrs. Mary E. Farr, Mr. V. P. Tripp, Governors; Dr. A. Frigon and Messrs. Manson, Ouimet, Bushnell, Dilworth, Bramah, Young, Palmer, Keddy, Carter, Richardson, Schnobb and Halbert. From the Department of Transport: Mr. W. A. Caton.

The Chairman welcomed back Mr. Knight on the Committee. He called the attention of the members to the fact that Bill 17, an Act to amend the Canadian Broadcasting Act, 1936, was now before the Committee, and that the Committee was empowered to hold a meeting in Montreal on Friday, November 30 next.

Thereupon, on motion of Mr. Boisvert,

Resolved,—That the Clerk do accompany the Committee to Montreal on Friday, November 30 next.

The Chairman then reported that the Agenda Committee recommends that the request of the Canadian Association of Broadcasters to appear on Tuesday, November 27 be granted and that the Committee hold a meeting on Tuesday afternoon and Wednesday morning, if necessary. The Agenda Committee further recommends that the procedure heretofore followed be continued.

The Committee agreed to these recommendations and consideration of the C.B.C. Annual Report was resumed.

Mr. Dunton was called and questioned.

The Chairman directed the witness to table additional information requested by Messrs. Smith (*Queens-Shelburne*) and Hansell respecting Press and Information, and by Mr. Fleming with respect to overseas commentaries.

Under the heading "Special Events", the Committee agreed to hear Mr. Bushnell, Director General of Programs.

Mr. Bushnell was called. He made a brief review of the manner in which the C.B.C. covered the Visit of their Royal Highnesses The Princess Elizabeth and The Duke of Edinburgh. He paid tribute to his colleagues and to the engineering staff of the C.B.C.

In the momentary absence of the Chairman, Mr. Cote, Vice-Chairman, presided.

The Chairman asked the Agenda Committee to remain for a meeting.

Mr. Dunton's examination still continuing, on motion of Mr. Murray, the Committee adjourned at 5.10 o'clock until Tuesday, November 27 at 11 o'clock.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

November 22, 1951

A Davidson Dunton, Chairman, Board of Governors, Canadian Broadcasting Corporation, called:

The CHAIRMAN: C.B.C. Wednesday night: Music and drama:

Mr. KNIGHT: I would like to say something about that—

Hon. MEMBERS: Louder, please.

Mr. KNIGHT: I would like to comment on the excellence of that particular program. It meets a great need. I hope there will be more of it.

The CHAIRMAN: You mean Talks: The next heading is: News.

Mr. FULTON: Yes, Mr. Chairman, I have a comment I would like to make on news. This is rather of a technical nature; but increasingly, over the last year, I have noticed, as probably everyone has, that on the 8 o'clock morning news from Vancouver over CBR that the time available appears to be so short, Mr. Dunton, that the announcer, well qualified though he is, cannot avoid giving the impression that he is terribly rushed, especially in the last couple of minutes, and it seems too bad that he has only ten minutes for that 8 o'clock morning broadcast. As I say, you have a very good announcer there, he tends just to be trying to get so much talk in that by the time he comes to the end he says: as to the weather, the weather is good; that is about all he has time to say.

Mr. MURRAY: Mr. Chairman, I think I can explain that for the benefit of the honourable member. The sun has something to do with it. The sun at its meridian height is at a certain spot in the Canadian Scene at 8 o'clock in the morning at Vancouver, the Vancouver people are awake and on the job and so on, whereas the people in the east are much further along with their busy day. I think it is really a matter of time. News services are cleaned up the night before. And now, when the House closes here, let us say at 6 o'clock, it is only 3 o'clock in the afternoon in Vancouver, and the afternoon papers and the afternoon broadcasts out on the Pacific coast have already carried that news. You get on the spot news from Ottawa and from eastern points, leaving the morning papers and the morning announcers with a very limited supply of news; that is, which has not already been put on the air the night before, to be broadcast at 8 o'clock in the morning, Pacific standard time. I think Mr. Dunton will agree that that is so.

The WITNESS: I think what Mr. Fulton is saying is that there seems to be too much for the announcer to put on in the time at his disposal.

Mr. FULTON: That is certainly the impression I got, Mr. Chairman. Mr. Murray's explanation is interesting but I do not think it quite fits the facts which I am bringing to the attention of the committee, and that is that I think there is too little time allotted for the amount of news which the announcer appears to be trying to get into his broadcast. That is not just an isolated case, the one I had in mind: I have noticed it on a number of occasions. The 8 o'clock news broadcast originating over CBR in Vancouver always ends with a weather report, and while the weather report may be of little interest it is a regular part of the regular broadcast, and the poor fellow seems to be having a terrible time to get through it in the time allotted to him.

The WITNESS: I am afraid that we haven't got that information here. All that I can say is that we will look into it for you.

Mr. FULTON: I would suggest that you consider giving a full 15 minutes instead of just 10 minutes, instead of trying to jam 15 minutes of news into a 10 minute period.

The WITNESS: We will certainly consider that.

Mr. DECORE: Could you tell us something about your news gathering service on the C.B.C.

By Mr. Mutch:

Q. Yes. I would like a detailed explanation of what is involved in paragraph 3, under news where it observes that some news is of a local character. I would like to know the type of persons to whom the job is left to determine what is news; and, at the same time, I think we would like to have a detailed statement as to how the news is prepared and the extent to which news broadcasts originate in the studios.—A. I might try to give you an outline of the system. In the first place, the C.B.C. has, of course its own news department with a central news room in Toronto and regional news rooms at other regional points, starting at St. John's, Newfoundland, Halifax, Montreal, Winnipeg and Vancouver. Our news in raw form comes in from the regular large news agencies and is supplied to us at the central news room in Toronto and at the other main points; and from that raw material—a great mass of news dispatches come in—our editors and trained news staff in our studios make up the bulletins which you hear on the air. There is the national news bulletin which goes right across Canada from coast to coast in the evening.

Q. Where is that made up?—A. That is made up in Toronto.

Q. Where do you collect your news from, the regular news agencies?—A. Yes, from the regular news agencies. However, the news bulletins on the trans-Canada network are largely regional news bulletins; the ones which go on the air in the morning, the 8 o'clock bulletin—that is an 8 o'clock local time bulletin—and the 1 o'clock local time bulletin, and the one somewhere around 6:15, local time; those are all made up in the regional news rooms but, while carrying national and international news they pay more attention to regional news. The national news bulletin in the evening, which is the most important one, carries news of a more national and international character. We do not try to cover the local news in quite as much detail, but that is taken care of by the private community station, particularly.

Mr. DECORE: How many agencies have you supplying news?

The WITNESS: In Canada, there is the Canadian Press, the British United Press; and through the Canadian Press we get the Associated Press news; and, we have a parallel arrangement with the Canadian Press whereby we get a certain amount of news from Reuters; and through the British United Press we get the International United Press Service.

By Mr. Mutch:

Q. But you prepare the news which goes on the air through your own service?—A. Pardon me?

Q. Your own staff prepares the bulletins which go on the air at your regional stations?—A. Yes, our staff re-writes raw material into good form to go on the air.

Q. So that if the suggestion were made that in a particular instance a news report had been slanted—which is a heinous thought—the responsibility might very well lie in the rooms of the C.B.C. rather than in the agency from whom you purchase it?—A. It is possible, yes. Well, we have a pretty highly trained staff. We think they are pretty good. There are careful regulations

as to impartiality and objectivity in the handling of news. I think most people agree they are doing a pretty good and impartial job. They use the raw material from the agencies. Occasionally if they have a doubt they will ask the agency to check back.

By Mr. Decore:

Q. What is your financial arrangement with these agencies?—A. We have different forms of business contracts with them. I am sorry I forgot one other service. We are getting a service in French from Agence France-Presse. The total for last year—

Mr. DUNTON: \$147,227.

Mr. MURRAY: How much did you pay the Canadian Press?

Mr. DUNTON: \$108,227.

By Mr. Murray:

Q. Well, do you not think that parliamentary news, for instance, should be handled by the C.B.C. themselves—parliamentary reports from Ottawa?—A. It would raise a great many problems, Mr. Murray. In the first place there would be the extra cost. In the second place I think we have felt always that it is a good idea for us to be taking news from another news agency which is trained, which has a staff trained in all kinds of news gathering and which is serving all newspapers across Canada. There seems to be less chance of partiality in getting that news.

By Mr. Mutch:

Q. Would you suggest, Mr. Dunton, that it has served as a protection against that suggestion?—A. Yes, I think it has and I think the Canadian Press has given us very good service. We occasionally, as any customer, have criticisms of it, but on the whole we think the service has been very good.

By Mr. Stick:

Q. Mr. Dunton, I think you had better have your own members in the Press Gallery. I am not happy with press members there giving comments. In my opinion I think the news is slanted and I think you had better have your own.

By Mr. Hansell:

Q. Would this not present the difficulty if you had your own reporters in parliament that you would have to have quite a number of them to adequately cover all the news here? I mean to say, what goes on in parliament is not confined to the chamber of the House of Commons. There is the Senate, there are very often quite a number of committees meeting and important committees. Would you not have the difficulty of having to provide quite a staff of newsmen if you did what was suggested?—A. Yes, certainly, to get adequate coverage of parliament in all its aspects we would have to have a very considerable staff and, of course, if we were only doing parliament as opposed to general Ottawa news we would only require them at certain times of the year.

Mr. FLEMING: The times are getting longer all the time, unfortunately.

By Mr. Murray:

Q. At the same time they will be familiar with the scene here between times and they could be very well occupied from coast to coast on commentary work and special articles and research?—A. To our thinking we always try

to keep commentary work in which opinion might come quite separate from the news, and I think if we had a news staff we would have to have quite different people doing the different commentaries. You would have to have one news organization trained in objective reporting and then if you have commentators they are people who have to put some interpretation and opinion into it, and I think it better that they be not on the staff.

By Mr. Fleming:

Q. Better not try putting those on together?—A. No, it is always important to keep the distinction.

By Mr. Murray:

Q. It is always interesting to have a commentary from the Press Gallery by old and experienced men who know the position here very well—news people, personalities, parliamentary news, the geography of the country—
—A. If we ever did have it at the present time I do not think we could have our own men doing news reporting here and we could never put them on as commentators.

Q. Well, their material could be placed in the mouths of commentators, the factual material which they might collect from day to day?—A. Well, we think of commentators as observers who are giving their interpretation of what has happened and naturally an interpretation would be backed by their own opinion and that is why we try to have a number of commentators to get a balanced sort of comment. We could not have C.B.C. men on our staff out gathering news and then put them on to give their comments which, after all, are only opinions.

Q. It is not necessarily gathering news but being present when the news is being made and editing the news and striking the items of national importance.—A. But surely they are two separate things. There is one trying to get out the facts, as the Canadian Press does now and supplying them to us and newspapers all over Canada, and another thing is interpreting that news, and surely those two must be kept entirely separate.

Q. I think there is an opening there for a very able reporter—not to interfere with the work of the Press Gallery but to represent the corporation.

Mr. FULTON: Well, Mr. Murray, we are always told that we have the ablest press men in Canada now already.

Mr. MURRAY: We have, and very able men too, but the corporation apparently does not employ any staff here to take care of its needs at this source so far as the national picture is concerned.

By Mr. Mutch:

Q. You distinguished, I thought rather oddly, between factual news reporting and commentating. Has the suggestion ever been made that you charge your commentators under the heading of entertainment?—A. Not quite. We hope that some of our broadcasts have an entertainment value and it sometimes varies.

By Mr. Knight:

Q. Isn't it true that these are entirely two different types of people, that a news reporter is not able to do an objective commentary or a commentator is not able to make an objective news report?—A. I would not say that the one man could not do the same job, but when we ask a person to come and speak on a program like Capital Report we expect him to give

his interpretation, and I think it would be dangerous to have the same person, one of our staff, doing it all the time. That particular person would have too much opportunity to get their impressions across. I think we should have variety.

By Mr. Fleming:

Q. I think it might be just as well if you went back of today and explained the methods formerly used in connection with the preparation of material for the broadcasts. Go back a few years because this present system is not as it has always been. I think it is as the result of experience that you have adopted the present system under which you get your news from the Canadian Press and from B.U.P.?—A. I do not think at any time the C.B.C. got it other than from news agencies. At one time the Canadian Press supplied news for the former old commission and then for the corporation free, and then permitted it to go on the air, and later a system developed in which we bought the raw news from them and we wrote it and edited it ourselves.

Q. That is the point. The present system is not the one that has always been in vogue; it is one you have arrived at as a result of experience, the rewriting of news in the C.B.C. news rooms?—A. Yes, and also associations developing on both sides. I think the Canadian Press people were the agency that developed the news to the point where it should be edited before being put on the air.

Q. I think it would be well if you would tell the committee the result of that change, so far as public acceptance of it is concerned. What have you found in the reaction to the present method of conveying news as compared with the public reaction to the former?—A. Well, this goes back quite a long time before my time, back to about 1940, I think the actual change was made, and I think it has been a gradual development. Before that time I think it is right to say that the C.B.C. people thought a better job could be done for air presentation by having the news material rewritten in C.B.C. news rooms for the needs of the national system. I find it hard to compare the public acceptance before and after. It does seem to me that the public acceptance in general of the objectivity and impartiality of the Canadian Press news is very high.

Q. You have not been getting many protests?—A. Very few; and in saying that I would like to pay a tribute to the resources of our raw material. It is due to both those who supply us with news and those who get it in the form of news onto the air.

By Mr. Knight:

Q. How does the C.B.C. handle their material?—A. By essentially the same system. They get material from the various agencies and make up their news from that. They do in some cases use material from correspondents of their own, which is very carefully identified as such when it is used.

By Mr. Whitman:

Q. You spoke of editing the news and you said you have different editors. They are not always the same?—A. I think there is confusion about that. They are quite distinct. There is one in each news room and so on. The commentators—each goes on from Ottawa and these people are not C.B.C. people at all and they are usually handled by an entirely different department, the Talks Department, and that comes into the field of interpretation and opinion.

Q. That is what we want to get at, this interpretation and opinion. Do you change those people frequently?—A. Yes, on all the programs there are different observers, most of them from Ottawa or Ottawa newspapers, but we

do not have one man going on all the time; they are changed usually every week on different programs or a regular rotation or system of changing. A list of the observers from Ottawa commenting on national affairs during a year would be very long.

Q. A commentator is the man who comes on the air and gives the news which is given to him to read?—A. Just the opposite. He is asked to go on, say, report from Ottawa and give his analysis or interpretation of what has happened in Ottawa during the week. Well, naturally opinion is going to come into that. And his own personal views of what has happened will come out on the air. Well, that is what it is. That is not news; that is a commentator giving his views of what has happened and we change those people from week to week so that you do not get only one person's opinion.

By Mr. Fulton:

Q. You do have one permanent commentator whom you employ abroad, do you not—Matthew Halton?—A. Well, as I explained the other day, I think it better that commentators be non-staff people. Halton has been a war correspondent and it is advantageous to have him there, but we do have other people just for the sake of variety.

Hon. Mr. McCANN: Mr. Chairman, I am going to suggest that in my opinion there are only two methods of getting the news—either the present method where we buy it and pay for it from news agencies and have it edited as we do now, or set up an entire news agency of our own throughout the country.

Now, the Press Gallery is an institution of its own. How do we know that putting two or three reporters there to act for the C.B.C. is going to be acceptable to them? I do not say they are a union, but I presume they have a code of their own and it might be a closed shop—I do not know—but do you think for a moment that they are going to admit three or four reporters who will give the C.B.C. the news that comes from the House of Commons and then use their press agencies for the news throughout the country? I do not think for a moment that it would work, and I am sure there would be some pretty hot fights within the first months that they would be in there.

Mr. FULTON: In addition would it not be highly questionable that they would be accredited? I think only bona fide news purveyors are entitled to have reporters in the gallery in the C.B.C. major seats. The C.B.C. could hardly be classified as a news purveyor.

By Mr. Murray:

Q. Would it be necessary to set up a whole corps of news gatherers in the capital?—A. As I understand the suggestion it was that the C.B.C. consider doing this thing, gathering parliamentary news through its own men. We have pointed out that it would be too much expense and a development of other facilities and would also raise the question of ensuring the impartiality of such coverage.

Q. You have not a representative now in the Press Gallery for the dissemination of news?

Mr. FULTON: There is no room in the gallery anyway.

Mr. MURRAY: For the newsman for the C.B.C. I think you should have one of the seats in the gallery and a very capable man, a man who will certainly be persona grata with the other men of the gallery, assisting in the editing and discussions of the things arising from the capital news items.

Mr. FLEMING: I think I can assure Mr. Dunton that if the C.B.C. ever did that the news broadcasts would be watched much more carefully than at the present time.

The WITNESS: That is one reason we are not keen to do it.

Mr. GAUTHIER (*Portneuf*): I am speaking for those who once in a while in the House and here in the committee advocate economy on the part of the C.B.C. All this would add more expense to the C.B.C., and besides, we cannot ask the C.B.C. to take this responsibility of gathering news and putting news on the air, taking the whole responsibility for the way it is analyzed or discussed. At the present time the press is taking the responsibility, and the C.B.C. is paying them for it. I do not see why we would try to impose another responsibility on the C.B.C.

Mr. MURRAY: You send a man to Paris to report on present proceedings going on there.

Mr. GAUTHIER (*Portneuf*): It is not the same thing at all.

Mr. MURRAY: It certainly is world politics and this is national politics.

Mr. GAUTHIER (*Portneuf*): The man in Paris is more of a commentator.

Mr. MURRAY: He is a special man sent by the C.B.C. to Paris to accompany Mr. Pearson and the other delegates.

By Mr. Langlois:

Q. If I understood Mr. Dunton correctly, he said that the editing staff of the C.B.C. makes a selection of the news gathered from the various news agencies. I would like to know, now, from him if there are any set rules this staff has to follow to safeguard the impartiality of the news.—A. Yes, we have very definite and very strict rules.

Q. You have?—A. Yes.

By Mr. Mutch:

Q. Just on that point, Mr. Chairman, I would like to point out that on occasion, at any rate, the news staff of the C.B.C. have been guilty of slanting the news, or permitted it to happen. Under this new set-up, the staff would always be liable to be linked with a slanting of the news. After all, it is a government agency of sorts, and if you were to maintain all the news gathering on your own I should think that the charge of slanting the news would be justified in many cases. I think the charge now arises out of the fact that you do edit and select it, and sometimes I think it is more of a coincidence that all the selections on a particular evening point in one way. I am perfectly well aware of the fact that you are bound by the same rules that newspapers use, that in order to use it, it must be news and that it is much more newsworthy if it is sensational, perhaps, than if it is the run-of-the-mill type of news. Making due allowance for that, it seems to me that to attempt, at this stage, to set up a party who would report on parliament would lay you wide open to the treatment that would follow, such as I suggested a moment ago.—A. Has there been any suggestion that the news is being slanted, and in what direction?

Q. I would hate to disturb the serenity of the C.B.C. if they are not aware that the suggestion has been made. I assure you it has.—A. I can say that over the last several years we have had several suggestions as to that. It has been suggested to us that the news has been slanted in favour of the government, that it has been slanted in favour of the Conservatives, and also in favour of the C.C.F.

By Mr. Langlois:

Q. What are the precautions taken to avoid that? I did not say it, but someone mentioned that the news was being slanted. I would like to know what precautions are taken to safeguard the principle of impartiality in the news.—A. The same as in any other news agency. In the first place, there are very

strict rules about the news. There are supervisors who watch to see that they are carried out and there is a pretty careful system of checking. Beyond that, you have to consider charges or complaints that it is being slanted but what else can you do?

Q. Have you, for example, a rule that will say that more publicity should be given to one party than to the other, or something like that?—A. No. That depends on news value. There are some rules regarding handling of parliamentary news, for instance, in which we roughly say that on statements from parliament, if there is one direct statement made on one side care should be taken to get the answer even if it is at a different time and the news value is not as great as the first item; but in general there are no rules saying the liberals should have so many lines and the conservatives so many lines.

Mr. MUTCH: In other words, you follow the rule that if someone says something newsworthy you use it.

Mr. FULTON: After all, you have a majority on every committee.

Mr. MUTCH: I have been very well treated, but I do not think it is a coincidence that on five nights in a row the news broadcasts mentioned Mr. So-and-So, naming the same man, said something—I am going back nearly two years now—I have no complaints against it, as I am one of these people who believe that it is not too difficult to get in the headlines if you say something sensational whether it is responsible or not.

The WITNESS: I would like to say we notice something similar in the news that goes on our own network. It is interesting to know that attacks on the C.B.C. get more publicity than defences of the C.B.C.

By Mr. GAUTHIER (Portneuf): Q. I will give you a concrete case. Suppose you are in the C.B.C. radio station in Quebec, CBV, not a commentator but an editor.—A. We have no news room at Quebec. It is supplied from Montreal.

Q. Suppose I call you and I give you my name as an accredited agent of this particular special political party and I give you one or two items of news on behalf of my party, would you take that news and put it on the air?—A. No. The men on duty will say that that sounds very interesting, call the Canadian Press and tell them about it and if it reaches us through them, it will be used.

Q. Wrong number!

By Mr. HANSELL: Q. Mr. Chairman, to boil it down, would not the accusation of slanting the news be accentuated if the corporation had their own reporters in parliament?—A. I think we would have a harder time proving that it was not.

Q. Now, you mention you had had suggestions that the news had been slanted towards the Liberals, the Conservatives, and the C.C.F. My question is: Have you ever had any suggestions that it was slanted towards the Social Crediters?

Mr. McWILLIAM: There is no news value there!

The CHAIRMAN: Order.

Mr. HANSELL: Well, I hope not, Mr. Dunton. Never mind answering. I hope not.

Mr. MURRAY: I might say that the Social Crediters have had more place in the news in the last year than in any other party in Canada.

By Mr. HANSELL: Q. That may be because it merits it. May I mention this one point: I think the press, as a whole, do a pretty good job of giving the news to the country. Now, then, quite naturally, if the overall press should blow up, we will say, or give more publicity to one certain item than others, is it not likely that that might be of more or less importance and, as a result, when the editors of the newscasts edit the news they will also give more prominence

to that. I mean, it is a natural thing, is it not? Would you not say so?—A. I do not quite get your meaning. You mean something in the news gets more attention?

Q. If the overall publicity accentuates some part of the news it is evident that that news is more important, or otherwise they would not do it. The result would be that when the news is edited that would also get the headlines.—A. Yes, I think that is so.

Q. Would it not be possible, therefore, that in any accusation of slanting, if there is any accusation, that that might be the reason?—A. I would not like to try and put the responsibility any places else, but a great deal does depend on news value. We have had very few complaints lately. Two or three years ago, I remember looking at a couple of complaints that one subject had more publicity than another. That does not say it has greater truth or sounder philosophy, or anything else. It is the sort of thing that strikes newsmen as having news value, and the judgment of newsmen is pretty good, and it is quite probable that it also strikes the public as being of more interest.

By Mr. Boisvert:

Q. Mr. Dunton, do you see a way to check the objectivity of the news without spending a lot of money?—A. You mean check it more?

Q. The objectivity of the news that you are getting.—A. You mean to have a check to go back to the sources ourselves?

Q. Yes.—A. No; it would cost a great deal of money to duplicate the facilities.

By Mr. Fleming:

Q. I think we ought to have the information complete about those payments for news. Last year you paid Canadian Press \$108,227; British United Press, \$35,000; and the French Press, \$4,000, making a total of \$147,227. Has there been any change there?—A. There will be some changes coming up, but they are under negotiation.

Q. If it is under negotiation, I will say no more about it.

By Mr. Murray:

Q. Would it not help the corporation to have the services of the best newsmen in the country, say at a salary of \$15,000 a year, to be here at Ottawa and other places at various times to cooperate with the news services? You are paying out \$147,000 now for all the services, and I suggest a lot of that should be provided without cost since it originates from a cooperative news-gathering agency across the country and which has already been paid for by the subscribers to the press of the country.—A. I think they are anxious to have money for it, too, when they supply it to us.

Q. Well, they are supplying it to you for money, but they extract first the grain out of it and then sell you the straw.—A. I do not think any grain comes out.

Q. It is all published in the other papers before it comes on the air.—A. No, Mr. Murray. We get the exact items as they go to the newspapers. It comes to our newsroom at the same time, over the same service.

Q. But it first goes on the street in the various cities?—A. No.

Q. The gathering of news and the editing of news is one of the most scientific tasks that anyone could undertake, and I suggest to you that you would save money and add to your newsroom service by having the most capable man—you do not need too many of them on the staff—to sit in on the editing of the news as it comes from the capital.—A. We need the basic service, but that would cost us more.

Q. Why do you send a special newsman to Paris?—A. That is quite a separate thing. That newsman will have nothing to do with the material that comes to us and goes on our news bulletin. He will have nothing to do with that.

Q. Very properly, no doubt, but I cannot see why a rule applied there should not apply in the handling of national politics in this country.—A. We have an office in Ottawa and there are some of us who see things that go on and perhaps would have an idea if some slanting went on in the news, but I do not see how any newsman here could be of any help, because it is either straight news or it is comment.

Mr. FULTON: Your man in Paris is not a news reporter in any sense. He is there to comment from time to time on developments which have been reported in the news. Is that not the size of it?

The WITNESS: Yes.

Mr. KNIGHT: It is your opinion that we would not be able to do that cheaper by the other means suggested? Do you mean that you are getting this news at a cheaper rate, in so far as the work of parliament is concerned, than if you did it directly?

The WITNESS: Yes.

Mr. FLEMING: You are an old newspaperman yourself, Mr. Dunton, and I presume you have studied—

Mr. MURRAY: A former newspaperman, not “an old newspaperman”?

The WITNESS: Aging rapidly, though.

By Mr. Fleming:

Q. I presume that you personally have made a study of this system of gathering of news and the way it is handled?—A. Yes.

Q. You have done that personally?—A. Yes.

Q. Do you see any place for improvement in the system?—A. I cannot see any place for any major change or major improvement. I think from what we see or know now that it is likely the best system. Naturally, if Canadian Press or the other agencies wanted to charge us far too much money then it would become more economical to set up our own complete news service. We are not considering it and up to now we think this is the best system.

Q. How much are you spending on the news room itself, on the editing of news?—A. On the news staff?

Q. Yes, how much did you spend in the last fiscal year?—A. Perhaps we could go on to something else and see if the treasurer can look that up.

Mr. SMITH (*Queens-Shelburne*): Could you also look up the number of men engaged in editing?

The WITNESS: That would take a little time—that is the total cost of our own news staff. Would it be agreeable if we had the information produced at a subsequent meeting?

Mr. FLEMING: Yes, and say something about the set-up, the staff, and their experience.

The WITNESS: The number in each place.

Mr. FLEMING: The number and their experience or qualifications.

The CHAIRMAN: Mr. Hansell?

Mr. HANSELL: I was just going to suggest that if the treasurer brings that information to a subsequent meeting could we at the same time get a breakdown of the item “press information”. It is \$271,000.

The WITNESS: Yes, we could do that.

The CHAIRMAN: Are there any other questions under the heading of "News"?

Mr. MUTCH: Just one, Mr. Chairman.

The CHAIRMAN: Go ahead, Mr. Mutch.

By Mr. Mutch:

Q. It was mentioned some time ago that Matthew Halton was the only regularly employed overseas commentator. I am asking this question for information, Mr. Dunton. Is it true that you have had protests in some number about his broadcasts—taking objection to them on the ground that they were definitely slanted?—A. No. I can remember two or three or a handful some time ago, but I certainly have not seen anything recently, and at no time were they in quantity.

Q. At any time during the recent British election?—A. I found nothing.

Q. I hope you understand that I am not making any suggestion or allegation myself and I am asking for information. I have heard it asserted that such was the case.—A. Certainly nothing has come to my office and I think nothing to the C.B.C.

By Mr. Fleming:

Q. I will say that I asserted, when the committee met in 1951, that I had heard complaints about the fact that the Commentaries, especially in the case of Mr. Halton, were definitely slanted to the left. Everybody recognizes that Mr. Halton is a very able man and his broadcasts are newsy. Undoubtedly there is a feeling, which I certainly share quite strongly, that he is very definitely leftist in his interpretations.

I raised a question at that time about the necessity, or certainly the desirability, of having some comments of a different type to balance the general impression created on listeners.—A. There have been for some time a number of other people used from Britain besides Mr. Halton. I am not saying anything about your comment regarding the particular slanting of his commentaries but we have used other people with other affiliations for commenting from Great Britain.

Q. I want it to be quite clear that I think if you are going to have commentators at all you cannot get away from the personal slant. No two people have quite the same approach or interpretation. But, looking at your obligation as a corporation to present a balance, an over-all balance, the object of my urging is that you should have others. Mr. Halton is on the air more than anybody else. He is under retainer for the C.B.C. and there was not enough of the other type of commentary to balance the leftist tendencies expressed by Mr. Halton?—A. Without admitting your opinion of him—

By Mr. Fleming:

Q. I said that without prejudice.—A. I would say there have been quite a number of other people.

By Mr. Smith (Queens-Shelburne):

Q. May I ask this Mr. Dunton? There seems to be a lot of talk right in the committee, and outside of the committee about the subject of slanting news. I wonder if it would be possible to get some tabulation on the complaints of slanting, whether the complaints are from heads of political parties or from other organizations throughout the country, the number, and so on? Is there any way you can check that?—A. We could have our files checked.

Q. I think the public should know whether it is as serious as it has been stated?—A. As I say I can hardly remember any complaints in the last year.

Q. That was my impression of your evidence but an examination of the files might indicate that it might be more serious than you say or less than what you say. I think it is quite important.

Mr. FLEMING: If it is going to mean a lot of work—I wonder if it is of much value? I referred to reviewing files on a subject like that?

The WITNESS: I think we can do a fairly good job quite quickly. They should be on only one or two files.

Mr. HANSELL: I wonder if I might make a suggestion here to elucidate things. I believe some of us have in our questions not entirely distinguished between news broadcasts and news commentaries. I would not want it to get out of the committee that there has been a great deal of complaints about the slanting of news casts because my impression is that there has not been much complaint made in respect of any slanting of actual news broadcasts. If there is any complaint at all it most likely rests with news commentaries, which broadcasts after all are opinions. I think we ought to be careful of that.

Mr. FLEMING: Have you finished Mr. Hansell?

Mr. HANSELL: Yes.

By Mr. Fleming:

Q. May I ask this question? Has there been any change in the set-up with respect to the selection of commentators since we were over this subject a year and a half ago, Mr. Dunton? You brought us at that time quite an extensive tabulation of the time on the air of the various commentators, both overseas and domestic. Has there been any significant change in the selection of commentators?—A. Has there been any significant change? The same methods are still employed. We could do a similar analysis but that is quite a lot of work.

Q. I do not want to put you to it if there is a short answer?—A. The answer is that the balance is still about the same as it was.

Q. I think it is not adequately balanced—I would just make that comment. I am speaking of your overseas broadcasts?—A. Just the London one.

Q. I was not speaking of your broadcasts from Ottawa. I think you have got some very good men here.—A. You are just speaking of London. We have other speakers who have been used relatively more during the last year from London.

Q. Can you give us a short report on them?—A. I think we could have that done.

Q. That is on the overseas, the London commentaries.

The CHAIRMAN: Is that agreeable? Agreed.

Mr. STICK: You are carrying on a private conversation up there and we cannot hear it.

By Mr. Murray:

Q. We are receiving a document from a Toronto outfit which monitors the news or at least has a listening service on all C.B.C. and other broadcasts. They, from time to time, allege that this one or that one uttered some subversive comment on some matter. Do you know anything about that agency? Do you know who they are, and what authority they have got?—A. I should think no authority.

Q. All members of the House receive these communications?

Mr. FLEMING: I thought they came from Vancouver.

Mr. McWILLIAM: Yes, they do.

Mr. MURRAY: Mine come from Toronto.

Mr. FLEMING: Mine come from Vancouver.

The WITNESS: I have seen a few copies of one sheet from Toronto which seems to be offered at \$15 a month for a single mimeographed sheet. I would say it was completely, utterly, and absolutely unfair.

Mr. MURRAY: Is it an anonymous thing? Does someone assume responsibility for it?

The WITNESS: Not that I can see. I might say that the Vancouver thing, as far as I know, has been dropped. We had some people look into it and they found that it was using a false address. Whoever was doing it was being very careful to hide their identity.

Mr. MUTCH: They apparently moved to Toronto and are hard to find there.

Mr. MURRAY: They lift a sentence out of a commentary and they will say: Matthew Halton uttered these words on a certain date.

The WITNESS: As I said, I have seen a few sheets in the last few months but they seem to have been working awfully hard to try and find any leftist material in the C.B.C. commentaries.

Mr. KNIGHT: I would like, with respect to what my friend Mr. Fleming has said, not to let his remarks go altogether unchallenged, or to have it appear as the unchallenged opinion of this committee. Personally, I do think there is a very fair balance on the C.B.C. commentaries in regard to the things he was talking about. I do not think that Mr. Halton, for example, is any more to the left than a good many more commentators are to the right.

Some hon. MEMBER: Which is worse.

Mr. KNIGHT: Leftism is only a matter of degree because, and I am not admitting it is, but if Mr. Halton's opinions are minority opinions it in no way follows that his opinions should not be aired over a public service. I think that opinions of all kinds should be aired over a public service and that we should be—

Mr. STICK: By a man paid by the C.B.C.?

Mr. KNIGHT: Certainly, this is a public service and any minority opinion ought to be represented on a public service—provided it is an opinion which is held by a considerable number of people in the country—even a small number.

The WITNESS: I might say that it is not my part to defend the views of any particular commentator. I do know there are one or two complaints about Mr. Halton which were reported some time ago, but the complaints seemed to come from the fact that he was talking about things which the British Government at that time had done and which seemed to be going all right. The complaint was that if anyone said that anything was going all right under a socialist British government it was propaganda.

It comes down so much to a point of view, but I suggest that a good deal of what Mr. Halton said was fairly straightforward reporting.

Mr. KNIGHT: Even Saskatchewan had a boost or two last week.

Mr. MACLEAN: The only adverse comment I have had regarding the C.B.C. news is that individuals express an opinion that when convenient certain news is ignored—just left out. It was not that the actual newscast itself was slanted in any way. As an example, perhaps, which might verify the methods used, in relation, perhaps, to this Ontario election, regardless of what party wins, will there be the same amount of time given to the results, and will they be broadcast the same number of times, or will it be the case that if a certain party wins there will be more, necessarily?

The WITNESS: I would put it this way: that if the C.C.F. party wins with a large majority, I think that it would get more space. It would depend on the news value of how the majority is.

By Mr. Fleming:

Q. I would repeat what I said before: I do not suggest that we take Matthew Halton off the air. I suggest that he is a good commentator and I think his material is always of interest.—A. I hope that is reported too.

Q. Yes, and I have always said that. And what I said when this matter came up a year and a half ago was that I thought that in order to achieve your full objective, that on balance you should have some people with more rightists interpretations than Mr. Matthew Halton.—A. We will get a list since the first of the year of all the commentators from Britain, including the Canadians who have gone over there for the elections.

By Mr. Mutch:

Q. Is Matthew Halton a full-time employee of the C.B.C.?—A. No. He is not. We have a contract with him for his services for broadcasting, but he is not the same as a full staff member.

Q. Is there any other similar contract with anyone in England?—A. There is an arrangement somewhat similar with Stursberg, at the United Nations. We have to arrange for continuity there.

Q. Normally you would not associate the view of the commission with the views expressed by these commentators, anymore than you would with the views expressed with respect to the weekend commentators?—A. No. But we have to have them there.

Q. You do not suggest that you should exercise more discretion with respect to these people who are your regular representatives; you are not in any more invidious position with respect to anything that is broadcast from this country in reports from our Capital Hill?—A. No.

Q. I mean the local representatives on Capital Hill.—A. It is understood that in the case of Matthew Halton he can express his own interpretations.

Q. And that is true with all your commentators, is it not?—A. Yes, but there is a good deal of lower content of interpretation with respect to Halton's things than there is with respect to the other commentators.

Q. Undoubtedly some of this criticism has arisen from the fact that Halton is on the air much more than anybody else has ever been.—A. I think when we get the score we will find that it is not too bad. But we shall have to wait to get the score.

By Mr. Knight:

Q. Mr. Chairman, I think that the balance is very good and I think that the C.B.C. has done a fine job. And I want to make it clear, in case anyone misunderstands me in what I have said before—I refer to my friends down there at the other end of the room—that I would fight equally for the rights of a rightist to get his views on the air as I would fight for the rights of a leftist to get his views on the air.

Mr. GAUTHIER (Portneuf): Even a bad one; would you support him?

Mr. KNIGHT: Exactly. And I do not consider Mr. Halton to be much of a leftist. I want to make that clear and I want to say that I would fight equally for the right of a rightist. The mere fact that the Liberal party has disappeared in Britain should not prevent the Liberal party having its views put over the air at public expense.

Mr. GAUTHIER (Portneuf): Do you mean, in Canada?

By Mr. Murray:

Q. Mr. Chairman, I think that Matthew Halton is a very able man. But sometimes a young man will get up and say things, a young man who has not had very much experience in certain lines of endeavour. Let us suppose that

things were not suppressed in respect to your commentators, that you allowed them to give the facts as they were, and permitted the people to form their own opinions on those facts. Would not that be one way of getting around the problem?—A. We are trying, in any case.

Q. Mr. Halton gave it as his opinion that the Labour government would not go back.—A. I do not think he did, but I would be glad to look into it.

Q. It would look like that from where he stood.

Mr. LANGLOIS: Now that we are sure that Mr. Halton is going to be on the newscast tonight, may we go on to the next item of business?

The CHAIRMAN: Proceed Mr. Dunton.

The WITNESS: Mr. Chairman, I would like to have it put on the record that it is my recollection that at both previous British elections, Mr. Halton said that he thought the conservatives would win. Now, if you are going to have any life in a broadcast, surely you will want to have some interpretation of views on the part of a trained observer with regard to what is happening and what is likely to happen.

Mr. FLEMING: But with a variety among them, of course.

The WITNESS: Yes.

The CHAIRMAN: "C.B.C. News Round-up and La Revue de l'actualité". Are there any questions?

"Special Events".

Mr. KNIGHT: Mr. Chairman, Mr. Dunton in his initial remarks, when he introduced this report, gave me the idea that he would welcome an opportunity for Mr. Bushnell perhaps saying a word or two about the magnificent feat which the C.B.C. performed in connection with the visit of the Princess. I wonder if it is the wish of the chairman and of the committee that Mr. Bushnell say a word or two about that at this time?

The CHAIRMAN: It is agreed?

Agreed.

Mr. Bushnell, would you care to say a word in the way of a review of the C.B.C. coverage of the Royal Visit?

Mr. BUSHNELL: (Director of Programs): Mr. Chairman, may I stand?

The CHAIRMAN: Surely.

Mr. BUSHNELL: I have sat so long here this afternoon that I am getting a little bit tired in a particular part of my anatomy.

First of all, let me say that this is a double honour for me today. In other words, this is a repeat performance. I had the pleasure this morning of reporting on the Royal Tour to our broad of governors. I brought with me a great many notes: I think I have them here somewhere but I shall not burden you with them. It is much easier to deal with the board of governors than it is to deal with a committee of the House of Commons.

But, if I may go on, I think it was 10 o'clock when I was sitting in my cottage which is just 12 miles away from here, when on the C.B.C. national news I heard the report that Their Royal Highness were to visit Canada late in August.

I turned to my wife—if this is treason, make the most of it—and I said to my wife: "I wish they would stay home". She said "why?" and I said: "for the very simple reason that this is going to mean a great deal of work and you will find out how much I shall be away from home in the next few weeks."

The CHAIRMAN: Was she pleased?

Mr. BUSHNELL: She was very pleased. However, I came to the office the next morning and I talked to Mr. Dunton. I said: "this is going to mean a great

deal of work for us, but at the same time it offers a very unusual opportunity for the C.B.C. to step in and do a job comparable to its previous job, which it did in 1939 with respect to the Royal Tour."

So we set to work. I am not going to tell you an anecdote which I told this morning. That is a secret with the board of governors; but I had a talk with my assistant, Mr. Jennings, in Toronto and I said to him: "you heard the announcement last night, so you had better get to work." He said: "what shall I do?" And I said: "go to work and secure hotel accommodation, get 25 rooms in each hotel across this country; and you had also better start laying on transportation." That is how we started on the thing.

Then it was my chance to be wandering through the halls of the Chateau Laurier. I do that quite often, and I happened to come across Mr. Walter Thompson, the dean of public relations. He said to me: "I am glad to see you. You are the very man I am looking for. I want you to be information officer for the Royal Tour." I said to him: "nothing doing." And he said to me: "you have been drafted and you are for it, and so I was."

On the 29th of August I came to Ottawa where I worked with Mr. Thompson for several weeks. I might say that previous to then we had laid plans on the C.B.C. for coverage of the Royal Tour, and our engineering division had begun work on equipment. We had 39 mobile pieces of equipment shipped across this country, and 3 miles of line for microphones. We had many things to do, and I would like to pause at this point to express publicly my great appreciation to the engeneering division of the C.B.C. for the excellent job it has done in connection with the Royal Tour.

After working with Mr. Thompson at meetings beginning at 9 a.m. in the morning and lasting until 12 o'clock at night, we finally passed something over 4,000 "accreditations" for the press and the photographers, and 900 were passed for the R.C.M.P. That would indicate, I think the great interest which was taken in the Royal Tour by radio broadcasters, both the C.B.C. and the private stations all across this country.

Then came the fateful day when we started out at Dorval. But as most of you will recall, the Royal Visit was postponed a week, and that certainly threw consternation into our camp because we had drawn up an almost fixed schedule and we had to postpone everything on that schedule for exactly one week. But we finally started out at Dorval where I am sorry to say some people have told me it was not a great success. I am not here to apologize for it. I can simply tell you that a condition which we did not anticipate arose and unfortunately our commentator could not see; and more unfortunately, he said so.

Now, actually it was this: arrangements had been made for him to have a very good observation post—and I hope that my friends of the press will not take this too much to heart. Maybe the photographers should. But there was an unexpected event which took place and instead of Their Royal Highness going immediately to meet the Governor General and the Prime Minister they remained to speak with and to thank the crew of the airplane which had brought them over the Canada.

This looked as if it would be a very good picture, so away went the photographers and the press; and the first thing we knew was that our observer could not see. However, we started out from Dorval.

I was acting in a sort of dual capacity as the supervisor, if you like, of the C.B.C. arrangements and also as representing the information officer aboard this train. I started out on the train from Montreal with 108 correspondents, radio, photographers, and press, and also a crew of 45, with a train of 14 coaches but only one dining car.

We got to Quebec City, and we had to pick up from over 10 points so that in Quebec City we had between 50 and 60 C.B.C. personnel. You may say why?

We were reporting this tour in two languages, and along with each language group went an engineer; and we were also reporting it internationally. We had with us, as a matter of fact, representatives of the B.B.C. I do not think that any event in history has been more widely reported by radio than was the Royal Visit.

Now, let me go back to the press train. I have said that I had two acts, one was that of C.B.C. man, and the other was that of an information officer. On the train we had with us representatives from private stations, and at one time we had 12 recorders and these reports were being sent back to private stations throughout the country. The C.B.C. had made its reporting facilities available to every private station in the country. We had a job to do. We had two broadcasting teams, one under Mr. Farrow and the other under Mr. McCabe, composed of observers and technicians, and composed as well of representatives of the international services. We had three sets of teams; for instance, one started in Quebec and another would be setting up in Ottawa, another one in Toronto, another in Winnipeg, and so on. I have the figures in my bag. I think during the course of the tour we reported something like 130 hours with a division of somewhere in the neighborhood of 76 hours English and the balance—that would be 54 hours I think, in French.

I would just like to say a word—I could tell you a great many things that I am sure would be of interest to you. I have in my bag some very fine letters of appreciation and I am going to say we also got some criticism. We made some mistakes, there is no doubt about that. But, on the whole, I think the public reaction has been very good indeed. We wound up with a rather dramatic finish in St. John's, Newfoundland on November 18. And I was quite surprised, in fact yesterday, to hear a friend of mine say: how in the world did you arrange to have those lines break? We did not arrange to have the lines break, the good Lord took care of it for us, as he usually does with the C.B.C.; and He created a storm, and the first thing we knew—although the announcer had warned us in advance—we had lost our lines of communications between "Kippewa" and the shore. I think in my long experience in broadcasting that that was one of the most dramatic finishes of a series of broadcasts of which I have ever heard. That same evening we gave a report on the Royal tour diary of what had happened. On the whole, I think we accomplished what we set out to do, to give intimate factual broadcasting. I should like to pay tribute to my colleagues who made that possible.

If there are any particular questions you would like to ask I should be happy to try to answer them.

Mr. STICK: I would like to say that in my opinion the broadcast from Newfoundland was done very well indeed. I think you got the local atmosphere down there, and I think the way in which it came over the air was particularly good, I think it was wonderful. And I may also say that had I been of the opposite opinion I would have been just as free with my comment.

Mr. KNIGHT: I would like to ask the name of the broadcaster who gave that magnificent commentary the night of the royal visit to Montreal in which he said, "it is not French, it is not English; it is Montreal".

The WITNESS: That was Captain A. C. T. Brooks, who is our maritime regional representative and now is in Halifax.

Mr. KNIGHT: It was one of the finest broadcasts I think I ever heard.

The CHAIRMAN: Are there any questions arising out of Mr. Bushnell's remarks?

Are there any questions under the heading, special events?

By Mr. Murray:

Q. I wonder if Mr. Dunton could tell me whether you are carrying that Korea project through? You refer to it on page 8, about having a C.B.C. war correspondent team sent out to Korea. A. It has been there for some time now. This report is dated the 1st of March, 1951.

Q. The team is out there now?—A. Yes, and it has been there for some time.

Q. And that will be continued, of course?—A. Yes.

Q. Just let me ask you this: Is it getting news from hour to hour regarding the great peace conference that is going on over there in Korea?—A. It is getting a full report.

Q. I would not like to sit in on censorship on it, but I think people are getting a little sick of hearing of peace being about to be signed, maybe next week—and so on; the Chinese people are playing circles around the Americans there, promising them this would happen or that would happen, and then in the end nothing happens. I think the public could do with a little less of that sort of thing.—A. Again, we have our sources of information, and I believe people want to know what the news is for what it is worth, whatever we have. I wish it were more definite.

Q. I think the failure to have definition there is arousing false hopes in the minds of the people and is playing very greatly into the hands of propagandists on the other side.—A. We have to report whatever we have available, that is all.

The CHAIRMAN: If there are no other questions we will go on to music, on page 11.

Then, light music, on page 14.

Mr. HANSELL: Mr. Chairman, what is the meaning of the asterisks we see after certain items here?

The CHAIRMAN: Would you mind speaking up a little louder, please?

Mr. HANSELL: At the bottom of page 11, Mr. Dunton, there is an asterisk which appears after "the Metropolitan Opera broadcasts". I don't get just what that is there for.

The WITNESS: That refers to a note on another page. The asterisk denotes that there is a commercial sponsor for the program.

By Mr. Fulton:

Q. On the question of sponsorship my recollection is that I noticed when I was reading through your reports that you do not have an asterisk after the New York Philharmonic broadcasts. Do you actually pay the New York Philharmonic?—A. No, we have a very happy arrangement with all the American networks under which we can take any of their sustaining programs free. Under the joint arrangement we have with them we do not have to pay anything extra for that.

Q. So it would not apply in that case. Are the Metropolitan operas not sponsored?—A. It is sponsored by McColl-Frontenac Oil Company, paid time.

Q. In Canada, though not in the States?—A. In the States the sponsors are Texaco, the corresponding company. The Metropolitan Opera was sponsored one year I think, in the States, but not here.

The CHAIRMAN: Light music, page 14.

Drama, page 15:

By Mr. Fleming:

Q. Has there been any change respecting this subject, particularly in the cultural aims of the C.B.C., or do you contemplate any improvements in the light of the report of the Massey Commission?—A. I think the aims are the same. I think we would like to see something in the way of improved performance.

Q. Would you like to expand your comments on the nature of your approach to that, in that regard?—A. Well, I might say this, that we feel that a number of our programs more or less as they are can be improved, that we could do better by being more selective in our acceptance of commercial programs where we can replace them with what would be regarded as better Canadian programs. That is more a matter of general improvement in the kind of programs scheduled, and more in the performance of them, starting with writing and production.

Q. Would you like to make any comment on the Canadian content of the programs?—A. We would like to get it a little higher—

Hon. MEMBERS: We absolutely cannot hear down here.

The WITNESS: I think Canada will always want to have a certain amount of good material coming from outside of Canada. We think we could improve our pattern now by being more selective of what we get from outside of Canada, from the standpoint more particularly of replacing it with good Canadian material. We would like to use more talent and to give the talent we use a better chance through better production and where needed better pay.

By Mr. Knight:

Q. Under what category do soap programs come in this report?

Mr. GAUTHIER: Speak up.

By Mr. Knight:

Q. I was asking under what category in this report do soap programs come?—A. I think they should be included in drama, Mr. Knight. They are daytime serial programs.

Q. I was going to ask Mr. Dunton if in view of his expectation to have a little more money, he has just told us that they hope to make a better selection of programs particularly from outside the country, and I was going to ask him if he thought perhaps it would be possible to eliminate some of these programs of the type I have just mentioned in favour of something a little better?—A. I think your last words raise a difficult question—a little better—in whose mind? As I say, we would like to be more selective in the programs replacing the daytime serials, but you have to remember that a great many people like these programs. There are fewer than are carried on the networks in the United States and we would want to be sure when we replace them that people would like the things that we replace them with.

Q. I was going to ask as a supplementary question whether programs that are generally put under the heading of soap programs, if you find any increase or decrease in their popularity?—A. They are pretty steady and pretty high. They are one of those kinds of programs which are either strongly liked by people or strongly disliked—nobody seems to be neutral about them.

Q. Cleanliness is next to godliness, so I guess they like soap.

By Mr. MacLean:

Q. Mr. Dunton, I was wondering if any consideration is given to arranging programs so that at all times as much as possible there is an alternative. There seems to be a tendency in some places when at a certain time of the day you

have no choice except soap operas, another time there is news on two or three stations at the same time. This applies to private stations as well as network stations, and then there will be a relatively long gap when you cannot get any news, so that if you miss the news on one station you cannot get it for quite some time.—A. We try to alternate our programs, which is not always possible because of the way commercials fall, but we try to do that. We do not control any private stations, but in those programs you do get these clashes in some localities, which are unfortunate but on all networks you seldom get these clashes, the news, I think, is put on at different times.

By Mr. Murray:

Q. I was going to ask—Mr. Chairman—I think that the drama and the music are of a very high order—I think all the people agree to that and particularly the Americans think that your service here in Canada is almost perfect as compared to theirs messed up as it is with advertising; but I was wondering who was responsible for producing the Songs of Solomon the other night. It was very beautiful, well done, and I want to congratulate whoever did it.—A. I think that was produced by our Montreal producer, Rupert Kaplan, and I might say that members will be interested to know, if they do not already, that the stage version has been taken by the American Broadcasting Company in the United States and has attracted a great deal of interest and favourable comment. We have had some quite remarkable comments on it.

By Mr. Fleming:

Q. On what terms did they take it?—A. In the same way as we take it from them. It is available to them so far free because we in turn can take sustaining programs free.

Mr. MURRAY: Reciprocity, in other words.

Mr. FLEMING: Without any invidious connotation on the word.

By Mr. Knight:

Q. I would like to ask, Mr. Dunton, to what extent, if any, what one might call cultural programs are crowded off the good periods, that is, the best time in the evening for the putting on of commercial programs for the sake of revenue?—A. We have been restricted greatly in the last few years by too great commercial rigidity. We hope with a greater supply of funds we might think relatively more of having a good pattern of programming and not so much of the dollars.

Q. I am glad to hear you express that as your intention.

By Mr. Dinsdale:

Q. Mr. Chairman, in regard to the soap operas, what are the returns financially for that particular feature to the C.B.C.—is it high?—A. It is quite a considerable part of our commercial revenue. Most of them are five days a week throughout the year, and that runs into a lot of money.

Q. Would that possibly account for their popularity as a broadcast?—A. That has nothing to do with their popularity.

Q. I mean to the C.B.C.?—A. It is a combination. Our first aim is to try and please all the different tastes of different people. Whether we like it or not you have to realize that a great many people in the country like soap operas and we have drawn a good revenue from them so it is a combination of the two. We will be more selective in regard to them now, but I think anyone who would simply banish daytime serials as such from the air in Canada would be taking a great responsibility because so many people like them.

By Mr. Knight:

Q. Mr. Dunton, to what depths are you willing to go for the sake of revenue?—A. We hope to go to higher heights now that we will have more money, but I do think we have to think of people's tastes too. I suggest that quite a lot of the daytime serials—there is nothing very harmful about them—a lot of people like them and I think it would be unfair to banish them completely. I think we can be more choosy with them and try and replace them with things which might be of interest to people on the air if we have the ingenuity to do it.

Q. I was thinking of the question of balance. I do not want to deny the air to certain people, but I wanted to preserve this balance.—A. As I have already said in that respect, our plans have been somewhat curtailed quite a bit by our financial stringency.

By Mr. Dinsdale:

Q. Those soap programs come all together. Are they all put on by the same people?—A. They come in blocks.

Q. Is that the best time of day for that particular type of program?—A. They like to build it up with several which they think are very good.

Q. I suppose it is the housewife who listens to them?—A. Yes.

By Mr. Fleming:

Q. Mr. Dunton, if the C.B.C. receives this substantial grant that is proposed in the bill, what are you likely to do as regards types of programs such as those—

The CHAIRMAN Would you speak a little louder, Mr. Fleming?

Mr. FLEMING: I cannot make myself heard above my friend Dr. Gauthier's voice.

Mr. GAUTHIER: Go ahead.

By Mr. Fleming:

Q. Too much competition. Mr. Dunton, if the C.B.C. receives this additional parliamentary grant that is proposed in the bill what does the C.B.C. contemplate doing as regards some of these programs that we have under discussion—so-called soap operas and some of the others that are regarded as perhaps not ministering to the highest cultural taste?—A. We want to be more selective in taking them. I am not prepared to say what ones we would drop or force off the air, but we will start right away to be more selective in this type of program and also in the endeavour, which is as important, to develop other programs to replace the ones which we would be refusing or turning down in the future, and I think it is no use just throwing something off the air unless you can replace it with something else. There is both the negative and positive aspect.

By Mr. Hansell:

Q. There seem to be one or two in the committee who think that soap operas are distasteful and yet they are very popular. Has there been any criticism in respect of them being bad? I mean bad in the sense of harmful. There is a little difference between that. I do not like this Good Night Irene stuff—

Mr. MUTCH: Nobody wants to go home early.

Mr. HANSELL: I mean coming over the radio—but at the same time I would not say it was particularly harmful. Now, you can see, for instance, in the case of a gangster type there would be some criticism that that is harmful, but I do not think you can say that about the soap opera.—A. I have seen some

suggestions that they are harmful, but I have also seen others that say that they are a negative kind of thing, that they do not bring anything to people's minds, that they are escapists.

Q. Well, they are entertainment. I do not think they are particularly bad. I do not like them; I joke with my wife about them all the time, but she listens and I have no objection.—A. In the C.B.C. we have the woman who comes up to us and says: "Why do you have those terrible soap operas on the air? They are awful." And then she proceeds to prove her point by reciting every soap opera for the past year. She has a pretty fair knowledge of them.

The CHAIRMAN: Public Affairs feature? Citizen's forum and Lazy Day on the Marsh?

The WITNESS: Cross-section on page 17—I wonder if I could say a word there in relation to a question in the House—

The CHAIRMAN: The clerk just reminds me that the House has adjourned until tomorrow afternoon. Is it the wish of the committee to continue our sitting?

Mr. FLEMING: To celebrate the return of the Ontario government to office?

The CHAIRMAN: I should not imagine so.

Mr. MUTCH: Why, Mr. Chairman?

Mr. FULTON: They ran out of business. No, they finished everything apparently that was announced for today. I was not there.

Mr. GAUTHIER: I can see when you were not there they did something.

Mr. FULTON: Well, there are a lot of things they should not have gone through.

The CHAIRMAN: Mr. Murray intends to move the adjournment of the committee. We have reached Press Conferences on page 18.

Before we adjourn I am informed by the clerk that he expects to be in a position to distribute the briefs of the Canadian Association of Broadcasters by Monday morning and we hope they will be available at that time so that the committee can study them before the C.B.C. meets with us on Tuesday.

I would also like to say that we had the pleasure of having a number of the governors of the C.B.C. with us this afternoon, but they were too modest to allow me to introduce them to the committee. I know that the committee was very glad to have them with us at this meeting.

Would the subcommittee on agenda be kind enough to wait for just a few minutes after the meeting adjourns?

The committee adjourned.

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament
1951

(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

TUESDAY, NOVEMBER 27, 1951

WITNESS:

Mr. T. J. Allard, General Manager of The Canadian Association of Broadcasters.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

CORRIGENDUM

Minutes of Proceedings and Evidence No. 3—page 67—3rd line from bottom

The words “That was Captain A. C. T. Brooks” should read: “That was Captain W. E. S. Briggs”.

MINUTES OF PROCEEDINGS

TUESDAY, November 27, 1951.

The Special Committee on Radio Broadcasting held its fifth meeting at eleven o'clock a.m. The Chairman, Mr. W. A. Robinson, presided.

Present: Messrs. Balcer, Boisvert, Coldwell, Cote, (*St. Jean-Iberville-Napierville*), Decore, Diefenbaker, Dinsdale, Fleming, Gauthier (*Portneuf*), Gauthier (*Sudbury*), Hansell, Knight, Langlois (*Gaspe*), MacLean (*Queens*), McWilliam, Mutch, Richard (*Ottawa East*), Robinson, Smith, (*Queens-Shelburne*), Stick and Whitman. (21).

In attendance:

From *The Canadian Association of Broadcasters*: Messrs. Malcom Neill, Chairman, Board of Directors, T. J. Allard, General Manager, Guy Roberge, Associate Counsel, Joseph Sedgewick, K.C., Associate Counsel, William Speers, CKRC, Winnipeg, George C. Chandler, CJOR, Vancouver, Ralph Snelgrove, CKBB, Barrie, CHNC, New Carlisle, Phil Lalonde, CKAC, Montreal, Victor George, CFCF, Montreal, Gordon Love, CFCN, Calgary, Harry Sedgwick and Ellsworth Rogers, CFRB, Toronto, and C. B. Evans.

From *the Canadian Broadcasting Corporation*: Messrs. Dunton, Manson, Ouimet, Bramah, Young, Walter Powell, Palmer, Keddy and Halbert.

From *the Department of Transport*: Mr. W. A. Caton.

The Chairman announced that the itinerary for Friday's meeting in Montreal had been mailed. He also stated that the Agenda Committee had recommended that Mr. Coalston's request to appear be not granted but that he submit a brief if he so desired.

As agreed at a previous meeting, the Committee proceeded to examine the submission of *The Canadian Association of Broadcasters*, copies of which were distributed in advance.

Mr. Malcom Neill of Fredericton introduced the officials of *The Canadian Association of Broadcasters* in attendance.

Mr. T. J. Allard was called. He commented on the submission of C.A.B. and was examined.

Messrs. Snelgrove, Love, Speers, Harry Sedgwick and Lalonde supplied answers to specific questions.

The witness quoted from the Massey Report as did members of the Committee.

It was agreed to defer detailed questioning on proposed amendments to the Radio Broadcasting Act until Bill 17 is studied.

Mr. Allard's examination still continuing, at 12.45 p.m., on motion of Mr. Stick, the Committee adjourned until 3.30 o'clock p.m. this day.

AFTERNOON MEETING

The Committee held its sixth meeting at 3.30 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Present: Messrs. Balcer, Boisvert, Coldwell, Cote (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Fulton, Gauthier (*Portneuf*), Hansell, Henry, Knight, Langlois (*Gaspe*), McWilliam, Murray (*Cariboo*), Mutch, Richard (*Ottawa East*), Robinson, Smith (*Moose Mountain*), Stick and Whitman. (21).

In attendance: Same as listed for the morning meeting.

The Committee resumed its examination of the C.A.B. brief.

Mr. Allard was called and further questioned.

The witness corrected an answer given respecting multiple ownership of radio stations (*see this day's evidence*). He then answered a question previously asked in connection with line charges.

Mr. Allard was assisted by Mr. Neill.

Before adjournment, on a question of privilege, Mr. Mutch made a substantial correction in the evidence of November 22 at page 58, line 19. (*See this day's evidence*).

Division bells having rung, and Mr. Allard's examination still continuing, the Committee adjourned at 5.20 o'clock, until Wednesday, November 28, at 3.30 p.m.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

NOVEMBER 27, 1951.

11:00 a.m.

The CHAIRMAN: Gentlemen. I see a quorum,

As you all know, we have with us this morning representatives of the Canadian Association of Broadcasters, and if it is agreeable to the committee I would like to ask Mr. Malcolm Neill, of Fredericton, N. B., who is the chairman of the Board of Directors of the Canadian Association of Broadcasters, to introduce the associates he has here with him this morning.

(Mr. Neill proceeded—see attendance in minutes of proceedings)

The CHAIRMAN: Do I understand that Mr. Allard will be making the presentation?

Mr. NEILL: Mr. Allard is to present our brief. If it meets with your approval he will go over it with you point by point.

The CHAIRMAN: Is it the wish of the committee that we should hear Mr. Allard?

Hon. MEMBERS: Agreed.

Mr. T. J. Allard, General Manager, The Canadian Association of Broadcasters, called:

The WITNESS: Mr. Chairman, with your permission, I do not think it is necessary for us to read this brief which I understand has been distributed to members of the committee. If it is your wish we might go through the sections as there are one or two additional points that might profitably be mentioned. If, during the course of the presentation, it is the desire of the chair we would be prepared to answer any questions that may be in your mind.

In the first section of our brief to you we have set out certain basic background facts the understanding of which we believe to be essential to an intelligent discussion of the broadcasting problem as it exists in Canada. The first of these observations which we would like to draw to your attention is the fact that broadcasting is a creation of private enterprise. We wish to point out the generally well known fact that as early as 1927 Canada already had 62 privately owned stations of which only 4 received any programs from United States sources. Only 6 were located in the two major populated centers in Canada.

That brings us to our second point which is the fact that radio and television broadcasting are publishing. We give you there an outline or definition on publishing which is the best we have been able to find and we should like to point out the fact that broadcasting is publishing, and that this fact is of extreme importance. Broadcasting has become a basic means of communication of news, ideas and information. The effect of economics and the shortage of newsprint appears to be a steadily reducing number of printed publications available to the North American public, while the number of broadcasting stations has been and is rapidly increasing. This fact heightens the value of the electronic form of publication, or broadcasting, and underlines the necessity for having broadcasting operate in the same atmosphere that printed publishers now have and have had in democratic countries for nearly a century.

That brings us to the point that there are today in Canada 135 privately owned stations and 19 government owned stations. The government bureau which operates these latter 19 has absolute control of all the other stations. We would like to submit that no one seriously suggests that there should be 19 daily newspapers owned and published by a government agency, or that that agency should have absolute license control of all the other daily newspapers and power to limit and censor the advertising and editorial content of the other daily newspapers.

With your permission I would like, sir, to read the next two paragraphs:

"We believe that the present situation exists partly because broadcasting is such a new art and partly because all governments existing since broadcasting came into being barely a quarter-century ago, have been unable to pay proper attention to this situation, harassed as they were by war, depression and postwar problems.

In fact, the present amendments to the Broadcasting Act as embodied in bill 17, whether one agrees with all of them or not, represent, in our view, the first serious attempt by a Canadian government to give close regard to the broadcasting situation.

It took the printed forms of publication many weary years to establish their right to operate within the general framework of the law of the land free from arbitrary control. At various times, printed publications were licensed by either church or state and control was exercised over the contents of their columns. (Says J. R. Bury in his "A History of Freedom of Thought",

This reminds us of the significance of the invention of printing in the struggle for freedom of thought by making it easy to propagate new ideas far and wide In France, King Henry II made printing without official permission punishable by death. In Germany, censorship was introduced in 1529, and in England, under Elizabeth, books could not be printed without a license and printing presses were not allowed except in London, Oxford ad Cambridge; the regulation of the press was under the authority of the Star Chamber. Nowhere did the press become really free till the 19th century.)

Indeed, it took a vigorous battle before the printed publications were allowed to report debates in the British House of Commons. We are not unmindful of the fact that the newest form of publication, the electronic form, will probably have to go through the same painful and lengthy battle to establish the principle of freedom of information for broadcasting."

In this connection I wonder if I might draw your attention to appendix "C" which is filed with the brief. On page 3 of appendix "C" are what we conceive to be the key evils in connection with this situation.

"The earliest form of mass communication was by the voice. A man's ability to publish and communicate his thoughts was at that time limited by the strength of his voice. Early writing was largely for the purpose of maintaining records. It was not intended as a mass form of communication. However, when the printing press was developed, a new means of mass communication became available. It did not communicate the man's voice to greater masses of people but it did give a mechanical means of enabling a man to transmit his thoughts to a greatly enlarged audience.

In the democratic world it has taken mankind generations to develop freedom of speech. It is the cardinal freedom of democracy. This freedom of speech is two-fold: It is the freedom to speak and it is the freedom to listen; it is the freedom to publish and it is the freedom to read. One cannot exist without the other. The freedom to listen is as essential a facet of the freedom of speech as the freedom to speak. It is in reality the freedom to communicate.

When the freedom to speak and the freedom to listen has been established the freedom to publish and freedom to read became a logical extension of free speech. This has since become a firm factor in our western civilization.

Radio broadcasting in any of its forms, however, has not yet obtained in Canada the freedom to speak that is recognized in the freedom to write. It is a contradiction of our ideology, a denial of the democratic principle, that the initial freedom, the freedom to speak and listen, is at present suffering from influences similar to those which restricted printing in the early days of printing.

Radio broadcasting was quickly recognized in its true position as eventually becoming the greatest mass means of communication. It had natural qualities making control easy. This is because of the history of the licensing of the mechanism of radio publication. Any licensing applying to any divisions of the press in our democratic world has not been interpreted as a license for controlling what shall be published and communicated by the press."

Then, on page 5:

Had the printing press been a development of the 20th century, and had timber grants been also a previous development of this century, the following situation in Canada today would be no means unlikely: An extension of the necessary mechanism for the orderly development of paper from timber grants and timber licences could be a means of controlling what was printed on the raw material coming from those timber licences.

Fortunately for our western democracies the printed press had established its rights to publish long before timber licences were generally understood.

The CHAIRMAN: Now, Mr. Allard, do you want to pause there?

The WITNESS: Surely, sir.

The CHAIRMAN: To see if there are any questions on the first two sections?

The WITNESS: If that is agreeable.

By Mr. Stick:

Q. Mr. Allard, reference has been made to the control of stations by one group. How many situations have you got now where you have a certain number of stations controlled by one group or body of men? What is the tendency that way?—A. Speaking from memory, I believe that the situation is somewhat limited. You could obtain exact information from either the Canadian Broadcasting Corporation or the Department of Transport. I believe that it is the general view of the licensing authority that multiple ownership should not be encouraged; and, as a matter of fact, if you will refer to the official release of the Canadian Broadcasting Corporation Board of Governors which was put out this morning you will find that a certain application for the transfer of shares in Montreal was denied on the grounds that the person who was to receive those shares was already the chief shareholder in another station in Montreal and it was felt that this was not in the public interest.

Q. In other words, the C.B.C. has control over a situation of that kind should such a situation arise?—A. Let me put it this way, sir; the licensing authority has complete control.

Q. Oh, I see, there is control to licensing. I take it then that your statement means that there is that degree of control sufficient to stop a situation which is not desirable?—A. The control certainly exists.

By Mr. Coldwell:

Q. Do you know how many stations are owned by newspapers? I presume there is a record of ownership of stations for each of your member organizations?—A. Yes.

Q. I mean, how many stations are owned or operated by individual newspapers, for instance?—A. Our information is that 38 member stations are owned or controlled wholly or in part by newspapers. I believe that you will find in the Massey Commission Report—I am speaking purely from memory on this—but my recollection of the figure is that the report says 41, and my understanding is that that figure has reference to the complete broadcasting picture in Canada.

Q. How many stations are owned, for example, by the Thomson Interests?—A. I am afraid I do not have that information, you could get that from the licensing department.

Q. You represent the Canadian Association of Broadcasters; surely, you know the details of ownership of the stations you represent?—A. Speaking again from memory there are four stations which according to my understanding are owned or controlled by the Thomson people. Again, that is merely speaking from memory. You could check the exact figures with the licensing authorities.

Q. Can you tell me this: where are those stations located?—A. My understanding is that they are at North Bay, Timmins, Kirkland Lake and Kingston. I am speaking from memory, but I believe that is so.

Q. What about Pembroke?—A. In Pembroke, I understand that station is owned by Mr. Gordon Archibald, of the Pembroke area.

By Mr. MacLean:

Q. In section I of your brief, in the first paragraph, there is the statement, "of those 62 stations only 4 received any programs from the United States sources" and so on; then, in the report of the Massey Commission, at page 24, there appears this comment: "By 1929, when the Aird Commission made its report, there were 62 stations broadcasting to 296,926 licensed listeners. The commission commended private enterprise for its efforts to provide entertainment to the public at no immediate cost, but deplored some of the results of this practice. Advertising was becoming increasingly strident, most of the programs came from sources outside Canada, and broadcasting stations were concentrated in urban centres leaving other large areas unserved." Which is an almost complete contradiction of your statement. Which of these was nearer the truth?—A. To put it another way, ours is a contradiction of theirs.

I have with me a list of broadcasting stations that were in existence in 1927 and I think it a reasonably safe statement to say that you will find not many of those were in fact located in major centres of population. This list was supplied to us in another connection by the Department of Transport and I would take it as reasonably official.

The Alberta list includes three stations in Calgary, three in Edmonton, and one in Red Deer owned by the Alberta Pacific Grain Company.

In British Columbia there were stations at places like Kamloops, Mission City, and there were several small stations in Vancouver at that time, one of which was owned by the United Church of Canada. The only station I have in New Brunswick was at Fredericton and there was one at Halifax, in Nova Scotia.

In Ontario there were stations at Bowmanville, Brantford, Cobalt, two in Hamilton, Iroquois Falls, Kingston, London, Midland, Ottawa, Prescott, Preston, two at Scarboro Station—which I take it would be for Toronto audiences and I do not make a point of those being at Scarboro Station;

Charlottetown, Summerside, and there were the stations in Montreal and Quebec City of course. There were also stations in Moose Jaw and there was one at a place called Unity in Saskatchewan, as well as at Yorkton, Saskatchewan.

Mr. LANGLOIS: On page 12 of your brief you state that from 1927 to 1951 the number of privately owned stations has increased from 62 to 105. Is it still your contention that the control of the C.B.C. over the privately owned stations has hampered the development of private broadcasting?

The WITNESS: Yes, sir.

I was not making the point in fact that the control of the C.B.C. had hampered the physical expansion of stations. The fact of the matter is that in essence there are still available channels in Canada which are not being used and the reason they are not being used is because it is economically undesirable that they be used. The point I am making, however, is control of that which is published by radio stations, because it is "publication"—and in this connection the position was stated much better by another man than I could state it myself. It is contained in an article written by Mr. Wilfred Eggleston, a well-known Ottawa commentator. Mr. Eggleston makes this comment. He is referring to remarks made recently in the Upper House—I say that with deference to the Upper House—arising out of two scripts that were written here in Ottawa. In one place he says this:

"The Senate has been discussed and attacked, as well as defended, in the press of Canada for 80 years. Yet no one has suggested that private newspapers be controlled by a Canadian Press Corporation, under a Board of Governors appointed by order-in-council."

Then, sir, he comes to the key point and he says:

"What is likely to be the reaction of a private station owner, getting his licence from the C.B.C., a public corporation, to such Senatorial attack? Is he not likely to be more careful, more timid, in future? There are laws and conventions which protect Canadians against licence in the press, and these should suffice for material which is broadcast over the radio as well. What has been made outstandingly clear is the gulf between the freedom of the press in Canada and the freedom of the radio publisher."

Mr. LANGLOIS: I understand your objection to control by C.B.C. over private stations is limited to your programming?

The WITNESS: Basically, sir, program control which exists is what we make a point of.

By Mr. Diefenbaker:

Q. Mr. Chairman, I have been a consistent advocate for an independent tribunal to adjudicate as between the C.B.C. and private stations because of the principle at stake. I would like once and for all to have this matter cleared up. The C.B.C., as a competitor, is in a position of exercising some judicial function in disputes that occur from time to time as between the C.B.C. and the private stations. I would like to know from you or from the representatives here of the private stations whether in the exercise of that semi-judicial authority by the C.B.C. there have been instances of injustice or discrimination as against the private stations? I ask that question because my general feeling is that there should be a body similar to the Board of Transport Commissioners to adjudicate as between the C.B.C. and the private stations. Believing that, I would like to know, however, what examples you have or that those representing the private stations have, which indicate injustice, discrimination, or unfairness in the exercise of

that authority by the C.B.C.?—A. Mr. Diefenbaker, it would be very difficult to answer the question couched in those specific terms.

Q. Well, analyze it and let me have the answer?—A. However, there are, I think, people here with me who might be prepared to give you specific instances. Before inviting them to do that I should like to point out that the essence of the difficulty is where one body has in fact, although not in theory, licensing control; where it has program control; and various other forms of regulation. There is control by implication that is infinitely more important than what is said in the regulations—that has more significance than certain direct controls could have.

Q. I would like to have some examples of direct interference which have been unjust, if there are some examples? I realize what the psychological effect of an authority is; the effect which the silent policeman has on a competitor. I realize the effect that would have on private stations but I would like for once, believing as I do in some such judicial body being established, whether you people instead of dealing in generalities can point out specific examples of injustice?—A. Well, we are prepared to do that, subject to the caveat that we would prefer to deal with it on the basis of freedom of the air waves and the law that has been laid down for printed forms of publication. Specifically, the first thing we regard as an injustice is the exact wording of the line monopoly held by the C.B.C. The Act says the C.B.C. may set up regulations for the control of networks in Canada. The C.B.C. has interpreted this, rightly or wrongly, to mean that it shall have a complete monopoly on networks in this country.

Q. What is the wording of the regulations to which you refer?—A. I think I have that here. On top of that, where subsidiary networks are formed the wire lines must be purchased, by the stations which must get permission to form such a network, from the C.B.C. at prices which we know are higher than we could obtain in direct bids from other wire line companies. The specific regulation appears to be this:

“The corporation shall carry”—I am quoting from the Broadcasting Act, apparently a consolidated volume, page 20. I am sorry, it is on page 24, Regulation 22:

“The corporation may make regulations:

- (a) To control the establishment and operation of chains or networks of stations in Canada.”

Q. Are those the only examples of what you regard as injustice by the C.B.C. in its relationship with private stations?—A. No, sir, there are others. Mr. Snelgrove of Barrie, would like to speak on this.

MR. COLDWELL: Before you have him do that, I suggest that Mr. Diefenbaker speaks of private stations as competitors with the C.B.C.; but, was not the whole conception of the Radio Act introduced by Mr. Bennett, and the new Act introduced in 1937 by Mr. Howe, that the C.B.C., because of the nature of the monopoly of the air waves, must have complete control of broadcasting in Canada? Consequently, there is no suggestion in the Act or in the speeches of those who introduced the Act—and Mr. Bennett was particularly forceful in this regard, in order to safeguard public interest since these air waves are not private property but merely concessions given by the people of Canada to private individuals under certain circumstances—but that the exercise of control by the C.B.C. must be complete. In fact, Mr. Bennett urged that all private stations should be expropriated and brought under the control of the corporation which he set up. In other words, there was no conception of competition, nor as I see it today, does the Radio Act recognize competition. Private stations exist by virtue of the concession made for the use of the

air waves. They are monopolies to the stations since they are granted to them. I cannot go along with Mr. Diefenbaker on the competition point that he raises.

Mr. DIEFENBAKER: I do appreciate the kind references to Mr. Bennett—he does not often get them.

Mr. COLDWELL: I have made them on numerous occasions.

Mr. DIEFENBAKER: Nonetheless, in the safeguarding of the public interest to which Mr. Coldwell makes reference, I, as a general principle, say—regardless of whether broadcasting is generally agreed to be a privilege of the state—it can only be safeguarded having regard to the existence of private stations, by an independent body.

However, I come back to the question on which I am trying to get clarification. I hear so many criticisms, general criticisms, without there being specific ones, of arbitrary action on the part of the C.B.C. I do not know whether there are such actions but if so this is the place to find out. Favourable as I am to an independent body, and standing definitely for that, I would like once and for all—instead of having just general discussion of the psychological effects of power exerted or present—to have specific examples of where there has been injustice done? The example given in the matter of wire lines and the interpretation of the regulation is very pertinent—that wire lines must be purchased from the C.B.C. at prices higher than elsewhere.

Those are two general matters to which we can return but, coming back to the relationship between the central authority and the private stations are there any examples? If not I will accept that, but I do think we should know once and for all. In connection with the non-exercise of power that exists, instead of it being negative, I would like it to be specific and have one occasion where you have been unfairly treated? After all, unless we have examples like that we are merely dealing in general principles which are not very helpful.

The CHAIRMAN: Mr. Mutch?

Mr. MUTCH: When I attempted to interject a moment ago I intended to say something the same as has been said by Mr. Coldwell. I thought when Mr. Diefenbaker spoke the first time it was implicit in his remarks that he did concede that private stations are in competition with the C.B.C.

Mr. DIEFENBAKER: That is what I said in effect.

Mr. MUTCH: He used that expression. I was going to ask your permission to have him clarify that? When you speak of suggestions or complaints of discrimination or unfair treatment, most of those that have come to my attention have been based on a concept which I reject—that there is competition between the private stations and the C.B.C. Perhaps, when we get specific instances we ought to discern very clearly the relationship if any which exists between real or suggested grievances and discover whether or not they are in fact based on resistance to a wrong concept which is that competition exists between private stations and the C.B.C.?

The CHAIRMAN: Mr. Diefenbaker has asked a very specific question. Can we not have an answer to that question?

Mr. STICK: Before you answer that question I would like to ask another question bearing on it. In the case of a dispute between the private broadcasting station and the C.B.C. has the private station recourse at law to iron out the difficulty?

The WITNESS: No.

Mr. STICK: You have no recourse to the courts?

The WITNESS: I know of no case taken to court.

Mr. MUTCH: Is the right there?

The WITNESS: As far as I know it is not.

The CHAIRMAN: Is it agreed that we should have an answer to Mr. Diefenbaker's question?

Agreed.

Mr. SNELGROVE: This particular situation is fairly recent. Nobody was harmed by it but it would perhaps give Mr. Diefenbaker an example of the day to day situation which can occur and often does.

The Canadian National Exhibition at Toronto for a number of years has put on a radio program just prior to the start of the big show. It has been broadcast on a subsidiary network in Toronto, Hamilton, and London. The Ontario broadcasters met with the publicists of the C.N.E. this summer in an effort to try and make radio play a bigger part in publicizing the annual "Ex.". As a result of the meeting we decided that the program which the C.N.E. was producing should be carried by a greater number of stations but the Canadian National Exhibition publicity budget did not allow the addition of stations because of cost. Those of us meeting with the C.N.E. officials said we were interested in the C.N.E. because it is a great thing for Ontario and Canada at large. If we could get our stations to carry this program free would you feed it to us? Naturally they were delighted. However, we felt we would be doing an injustice to the three stations being paid if we turned around and took money that was being paid and just eliminated it. So, we made a proposal that the three stations carry the broadcast—that the subsidiary network should continue—but that other stations would carry it free of charge.

We asked the C.B.C. for permission to do this. The answer was no. We asked why? No satisfactory answer was given except that a program that was commercial on some stations and sustaining on others was something new. I guess there was nothing in the book to cover it.

In justice to C.B.C., if sufficient time had remained we would have contacted the Board of Governors because we felt this was a very good example of arbitrary action without logic. Unfortunately, it was very close to the time of the broadcast beginning and we dropped the matter, but we could document the whole evidence if it is deemed necessary.

That is the story in a nutshell. Nobody was hurt, particularly not the stations. The only people hurt were the C.N.E. It was a case of us saying: We will take the show for free if you can deliver it. We ended up by trying to deliver it via tape but that was most unsatisfactory because of the time element. We finally carried five minute programs instead of fifteen minute programs but the time element cut into it and it lost its impact. We just had bad radio because of tape.

Mr. COLDWELL: Could we get that documented, as you say—and probably we could ask the C.B.C. to give their side of the story. There may be a pretty good answer.

Mr. MUNCH: And even in this case is it necessarily a question of red tape or bad administration? I mean, even a good system, as we in parliament have found out, can be destroyed by bad administration; and I suppose good regulations can be made inoperative through stupid administration. I would like to see the evidence as to whether the weakness is inherent in the system, or whether somebody did not use whatever judgment he happened to possess.

Mr. DIEFENBAKER: It is because people do not use their thinking capacity sometimes that we provide for an appeal to the courts.

Mr. COLDWELL: There was an appeal here which might have been made to the Board of Governors, but it was not made.

Mr. LANGLOIS: I understood Mr. Allard when answering Mr. Diefenbaker a while ago to give as an example of unfair treatment by the Canadian Broadcasting Corporation that the leasing of telephone or telegraph lines was much more expensive when done through the Canadian Broadcasting

Corporation than when done through the regular line companies. Does that mean that the Canadian Broadcasting Corporation is making an undue profit on the leasing of those lines?

The WITNESS: I am not suggesting that the Canadian Broadcasting Corporation makes undue profit. I simply point out that the rate which is charged by the Canadian Broadcasting Corporation for those lines is higher than the rate which would be charged by the line companies if we applied to those line companies directly.

Mr. COLDWELL: Are the line companies then not taking advantage of the arrangements made with the Canadian Broadcasting Corporation?

The WITNESS: I would have no knowledge as to that.

Mr. COLDWELL: But that would be an inference, would it not?

The WITNESS: I do not intend to leave that inference. The only fact of which I have knowledge is that we can buy wire lines more cheaply if we approach the companies directly than if we buy the lines, as we are forced to buy them, through the Canadian Broadcasting Corporation, for the purposes of a subsidiary network.

Mr. LANGLOIS: Can you not give us a specific example of a case where you have approached the wire companies directly instead of approaching them through the C. B. C., and where you got a lower offer?

The WITNESS: Yes. We have several letters which I might submit to the committee. I have not got them with me here this morning; but they will confirm the fact that the wire companies, such as the Bell Telephone Company and the railways, would give us a rate which was lower than the rate we can get from the Canadian Broadcasting Corporation.

Mr. COLDWELL: Might it not be that the Canadian Broadcasting Corporation has to contract for all hours while you are talking about an off-peak arrangement with the railways or with the Bell Telephone Company? Would not the Canadian Broadcasting Corporation have to charge an average rate in order to reserve those lines?

The WITNESS: I think that a wholesale user should be able to get a better rate than a one-time user.

Mr. COLDWELL: Well, I think it would depend on whether it was an off-peak, or a peak rate.

The WITNESS: Those are rates for a given period.

Mr. COLDWELL: It may be for an off-peak time.

The WITNESS: But the rates are comparable, and both of them are for the same period.

Mr. COLDWELL: Well, that is something which, as a parliamentary committee, we should get some information about from the Canadian Broadcasting Corporation, since we have to finance the Canadian Broadcasting Corporation. You have made a statement, and we should get the answer to it.

Mr. MUTCH: Mr. Chairman, I think the inference is that either the Canadian Broadcasting Corporation is making a better deal from their agencies than the private broadcasters can make or else they are making a profit on the lines they lease.

The CHAIRMAN: I do not think the witness wanted to leave that inference, Mr. Mutch.

Mr. MUTCH: I quite appreciate that, Mr. Chairman, but consciously or unconsciously, I think the doubt should be cleared up. Whatever the intent may have been, the inference would suggest that.

Mr. LANGLOIS: Could you give us an example?

The WITNESS: Well, as I have said, I have letters which I would be delighted to show to the chairman, if it met with your approval. I have not got them with me here today.

The CHAIRMAN: They might be made available to us at our next meeting.

The WITNESS: I could have them available for you at the next meeting.

The CHAIRMAN: Were there any further questions to be asked of Mr. Snelgrove?

Mr. KNIGHT: Is there going to be just the one specific example?

The CHAIRMAN: I was going to follow up Mr. Diefenbaker. Do you wish to give any examples whatever?

The WITNESS: I am told that Mr. Love and Mr. Lalonde have specific examples.

The CHAIRMAN: Well, Mr. Love.

Mr. LOVE: Mr. Chairman, this is an example. If we pick up a program from Edmonton for 15 minutes and engage the Alberta Government Telegraph Lines, we pay \$5.25. But if we have to go through the Canadian Broadcasting Corporation, we pay in excess of \$20.

Mr. COLDWELL: There is an example to be taken up with the C.B.C.

Mr. DIEFENBAKER: What is the basis on which the Canadian Broadcasting Corporation insists that you take the wire lines furnished by them? What sort of explanation do they give?

The WITNESS: Any two stations which are simultaneously broadcasting the same program are considered to be a network; and if we so wish to broadcast we first require the prior permission of the Canadian Broadcasting Corporation, and then we must make our wire arrangements through them. We are not permitted to buy our network from a system of land lines.

Mr. DIEFENBAKER: What justification is there for the Canadian Broadcasting Corporation arranging for your cost of production? Is it because of advertising? What explanation do they give? Why do they do that?

Mr. COLDWELL: That is a question which the Canadian Broadcasting Corporation will have to answer.

The CHAIRMAN: Yes.

Mr. DIEFENBAKER: Do they give you any reason at all or do they just make a decision and that is the end of it?

The WITNESS: Has any reason ever been given to you, Mr. Love? I know of no reason.

Mr. MUTCH: Is the answer to it simply that they could, but they say it is a regulation?

The WITNESS: A regulation or a part of the Act.

Mr. MUTCH: When it is part of the Act it is understandable.

The WITNESS: We have been told by the wire line companies that they have instructions from the Canadian Broadcasting Corporation not to sell lines for subsidiary networks to privately owned stations.

Mr. MUTCH: Is there anything in the Act which binds those people to sell lines to only one customers?

The WITNESS: That would be my interpretation.

Mr. COLDWELL: That is a matter which the Canadian Broadcasting Corporation will have to deal with.

The CHAIRMAN: Yes.

Mr. WHITMAN: What about station CFRB in Toronto? Was there not some interference with that station a few years ago?

The WITNESS: Mr. Harry Sedgwick is here today from station CFRB.

Mr. WHITMAN: Was there not a story heard in the House a short time ago about the Canadian Broadcasting Corporation taking over station CFRB some few years ago?

Mr. Harry SEDGWICK: Yes, some four years ago.

Mr. STICK: Mr. Chairman, we cannot hear a single word.

The CHAIRMAN: Order!

Mr. HARRY SEDGWICK: Some four years ago the frequency on which station CFRB had been operating since the signing of the North American Broadcasting Agreement was expropriated. I think that would be the proper word to use. It was expropriated by the Canadian Broadcasting Corporation for operation in Toronto in competition with station CFRB. And we, in turn, were offered or awarded a frequency which was then being operated by the Canadian Broadcasting Corporation. There was just a switch of the frequencies. I may say that the frequency on which station CFRB had been operating was, of course, a much more desirable one. And as a result of that expropriation we were put to a considerable cost, amounting to some \$600,000, which had to be met by the shareholders of station CFRB in order to make it possible for us to switch to a frequency of 1010. While we had been operating on a frequency of 860, that frequency of 860 was taken from us and used by our competition. That in a word is what happened; and that was over some four years ago. We are both in the commercial business and in competition with each other for the advertising dollars.

Mr. COLDWELL: Is it not a fact this matter was gone into very thoroughly by a parliamentary committee, and is it not a fact that you knew, during those years, that you operated on that wave length until the Canadian Broadcasting Corporation might at some time require it?

Mr. HARRY SEDGWICK: Absolutely no, and there is nothing in the record to that effect.

Mr. COLDWELL: But that was the evidence which was placed before the committee, was it not?

Mr. HARRY SEDGWICK: Not by me. .

Mr. COLDWELL: No, not by you, but by the corporation. And is it not true that you have today a 50,000 watt station?

Mr. HARRY SEDGWICK: That is right.

Mr. COLDWELL: Something which was never contemplated when the Canadian Broadcasting Corporation was set up and the Radio Act passed.

Mr. HARRY SEDGWICK: That I do not believe.

Mr. COLDWELL: Well, it is on the record.

Mr. HARRY SEDGWICK: I do not think so and there was nothing at all said to the directors of station CFRB when they took out a licence on that frequency anymore than there was said to Mr. Love, who faced the same situation in Calgary. I do not think it was ever shown when the license for CFRB was taken, that it would be on a maintaining basis and that it would be taken away from them.

Mr. COLDWELL: Are they not all given on that basis? Are not these frequencies a part of the public domain, and is it not understood that when the public authority requires them, they can be appropriated?

Mr. HARRY SEDGWICK: That applies to every station in Canada.

Mr. COLDWELL: But you understood the Radio Act and you must have known that this was implicit in the license.

Mr. HARRY SEDGWICK: It only appeared in the license in later years. We operated on that channel in Canada long before there was a Canadian Broadcasting Corporation.

Mr. COLDWELL: Yes; but the Aird Commission laid down certain principles which were accepted by the government under the leadership of Lord Bennett.

The CHAIRMAN: I think that question was thoroughly discussed at a previous committee.

Mr. COLDWELL: It was.

The CHAIRMAN: I wonder if we might not have a further answer to Mr. Diefenbaker's very specific question, if there are further examples? If there are, I think we should have them stated.

Mr. WHITMAN: This was an answer.

The CHAIRMAN: Mr. Lalonde?

Mr. LALONDE: My name is Phil Lalonde, and I am from station CKAC, La Presse, in Montreal. I would like to add a few words. We love the Canadian Broadcasting people individually; they are all nice people. But collectively, there are some regulations which, either through interpretation or otherwise, sometimes hurt us. I am speaking as a representative of an independent station. We are not affiliated with the Canadian Broadcasting Corporation. But let me say that when we carried the hockey broadcasts, I think, in 1934, those facilities were taken over by the Canadian Broadcasting Corporation when the network was created; and in subsequent years when we tried to get the hockey broadcasts, we were told there was a regulation to the effect that no two stations can carry the same broadcast simultaneously in the same city.

However, we found out that in the city of Toronto stations CBL and CFRB carried the same broadcasts notwithstanding that regulation; and only recently, I understand, CKFH also carried the same broadcast. We have since applied for the right, but it has not yet been granted to us. I realize that I am on a spot. I feel that there may be other stations which might have something to say, but they are reluctant to get on their feet because of their connection with the Canadian Broadcasting Corporation, through fear of reprisals.

The WITNESS: Was there not an occasion when one or more Montreal stations were denied access to a broadcast coming from the Vatican?

Mr. LALONDE: Yes.

Mr. KNIGHT: The witness, Mr. Lalonde, made use of the word "reprisals". That seems to me to be a harsh word to use. Has he any specific instances of reprisals by the Canadian Broadcasting Corporation with respect to private stations for some act allegedly committed by them?

Mr. LALONDE: We are not affiliated with the Canadian Broadcasting Corporation. I was just supposing. I have no proof which would enable me to say that there was. I will take it back and substitute "fear" of reprisals.

Mr. KNIGHT: You say there has not been to your knowledge any reprisals on the part of the Canadian Broadcasting Corporation?

Mr. LALONDE: I cannot say that. I do not know of any. No.

Mr. KNIGHT: Then I do not think your remark is justified.

The WITNESS: Mr. Knight I think Mr. Lalonde said: "fear of reprisals" which is a different matter.

Mr. CHAIRMAN: As Mr. Diefenbaker will understand, I think it is rather difficult to get privately owned stations to speak of specific cases where they think they have been badly treated, so long as there is no court of appeal.

Mr. DIEFENBAKER: That is why I bring this up: to show how necessary an appeal is, for any group who, consciously or indirectly feel when a decision is made, that it might conceivably be treated as a decision rendered not entirely along judicious lines.

Mr. MUTCH: Does Mr. Diefenbaker not think that the proposed legislation will take care of that fear?

Mr. DIEFENBAKER: I certainly do not. I think it is merely another step along the way of uncertainty, in stead of doing what has been done in the case of the railways and with other competing organizations, the setting up, let us say, of a Board of Transport Commissioners, and giving it authority to act and to hear appeals against decisions.

The CHAIRMAN: What does Mr. Lalonde have to say about Mr. Mutch's suggestion?

The WITNESS: The proposed amendments to the Act are a difficult matter for me to discuss. So I wonder if you would allow them to stand until we come to them in our brief?

The CHAIRMAN: Is it agreed?

Agreed.

Mr. MUTCH: I think perhaps that is the best way to deal with it.

The WITNESS: I would like to answer a point brought up very effectively and ably by Mr. Coldwell and by Major Mutch a moment or two ago. We cannot, of course, tell what was in the minds of those who framed the original broadcasting Act. That knowledge is denied to us. But we can say that they were operating within the recommendations of the Aird Commission, and I think we will agree that the Aird Commission felt that there should be an elimination of privately owned stations similar to the system they have in Britain under the British Broadcasting Corporation, which hold a complete monopoly.

If the legislation is viewed in the light of a monopoly, the existing broadcasting Act makes a good deal of sense, because it was written with that view in mind. However, events which have taken place later have shown that the purpose of the Aird recommendations was wholly philosophical, in that privately owned stations continue to exist. And thus there is created a situation which makes the present Act an anomaly. And then there is the special point which you have brought up, if I recall it correctly. The word monopoly is the crux of the whole thing. There is no doubt that no monopoly exists in radio and the business of broadcasting in North America today is most fiercely competitive.

There are more than 3,000 A.M. or standard band broadcasting stations existing in North America today, and there is also a large number of F.M. broadcasting stations, some of which are in Canada and some in the United States; and I believe that the prediction of the Federal Communications Commission in the United States is for some 2,000 television stations in the United States within a very short time.

The principal characteristic of monopoly against the public interest is that it confers the power to deal with only one source of supply.

Mr. COLDWELL: I would take issue with you on your use of the word "monopoly" in relation to public ownerships of utilities. The expression you have just used was employed by Mr. Bennett in 1937 when he warned the House of Commons. I was there at the time. He said that it would destroy the broadcasting corporation and the very conception of the original Act.

The WITNESS: I sincerely hope that you have our assurance that we have no desire whatever to destroy or emasculate the Canadian Broadcasting

Corporation. We have no quarrel whatever with the concept and the existence of the Canadian Broadcasting Corporation as a programming body. We are concerned only with the question of that body also holding regulatory powers over its competitors.

Mr. STICK: Why does Mr. Coldwell object to the word "monopoly"?

Mr. COLDWELL: I do not think I have to go into that, Mr. Chairman. But a monopoly in my opinion is a privately owned organization which is set up for private gain and to enable the community to enjoy its operations.

Mr. STICK: It only applies to a private station then, in any event?

Mr. COLDWELL: That is right.

Mr. MUTCH: And in principle there is no difference between a government owned monopoly or any other monopoly in its effect upon the public.

Mr. COLDWELL: That is right.

Mr. MUTCH: But I do not think there is a very close parallel in that connection between monopolies; there appears to be a rather loose usage about it here where it means retaining control, in this case for the public benefit, conceivably; and there is the monopoly which exists for the purpose of controlling a market or a material to the advantage of the customer or the recipient, or whatever it is, the licensee of the thing sold.

The CHAIRMAN: Now, gentlemen, in order that we may proceed systematically, do I understand that we have now had a complete answer to Mr. Diefenbaker's question?

By Mr. Knight:

Q. Before we leave that, Mr. Chairman, I would like to refer for a moment to a subject which I do not think entirely covered in Mr. Coldwell's original question as to multiple ownership. I did not have a chance earlier to ask for some of the facts in regard to the ownership of stations in my own province of Saskatchewan. I take it from Mr. Allard's remarks that he agrees with me that there should be no irresponsible monopoly controlling the means of molding public opinion and I would like to ask him what the facts are in regard to this Saskatchewan situation specifically, is there any Saskatchewan station which is owned by the same people either in Saskatchewan or outside of Saskatchewan who specifically own both radio stations and newspapers; and, if so, how many of each?—A. There again, Mr. Knight, you are asking for something which you could get better from the licensing authority.

Q. Several times here today you have used the expression that you are speaking from memory, or that we could get this information from somewhere else. I have come to this committee specifically to get some information and if that information is within the jurisdiction of this committee, Mr. Chairman, I would ask that if you can you produce it now, and if not that you produce it at the next sitting of this committee.—A. As far as I am aware, Mr. Knight, there is only one station, specifically, in the category you mentioned; and that is the Regina station.

Q. What is the name of the station?—A. The station to which I refer is CKCK—

Hon. MEMBERS: Louder, please.—A. The station to which I refer is CKCK, Regina, which I believe is owned by the group of people who have another broadcasting station and a newspaper or newspapers outside of the province of Saskatchewan and, I think, another newspaper inside the province of Saskatchewan.

Q. Can you give us the names of the newspapers so that we can get them on the record and so I will be able to read it?—A. I think Mr. Speers, of Winnipeg, station CKRC, would be able to give you that information.

Mr. SPEERS: I think it is fairly common knowledge that the Winnipeg *Free Press* owns and operates a radio station in the city of Winnipeg and that the same ownership includes the *Leader Post* at Regina where the paper operates station CKCK; and there is also the Saskatoon *Star Phoenix*.

Mr. COLDWELL: Have they any interest in any other radio stations or groups of stations?

Mr. SPEERS: Not that I know of.

Mr. KNIGHT: So that is the only case of this combined newspaper and radio ownership so far as the province of Saskatchewan is concerned?

The WITNESS: I am pretty sure that is so. I was reading over a list of the stations as you were speaking and it came to my mind that radio station CKRM, a Regina station is owned by a Regina company; as far as I know I believe the owners of that company are residents of Regina.

Mr. COLDWELL: But it is not owned by the same interests.

The WITNESS: At one time, sir, it was owned by another company. I do not have the name but the licensing people could give it to you. I do believe it is now comprised wholly of Regina people, but certainly of Saskatchewan people. In Saskatoon there is one station which is owned by A. A. Murphy and Sons, Limited, and another licensed to Mr. R. A. Hosie, who is a resident of Saskatchewan, and so far as my information goes it is either a controlling ownership or sole ownership. This, again, would be subject to check.

By Mr. Knight:

Q. Now, Mr. Allard, I was asking you about newspaper and radio station ownership. I am not asking you for any information in regard to private stations in Saskatoon. I think probably I am more familiar with them than you are yourself. I want to pursue this idea of multiple ownership and I want to ask you in connection with this particular station which has been mentioned by your colleague whether in your opinion there should be a limit to that sort of thing. I mean, is it your opinion that when a private newspaper wants a private radio station the owner of such a station should be allowed to accumulate without limit monopoly control over the means of publishing information?—A. Definitely, I think there should be a limit. That is my opinion. I do not think that it should be permitted. There should be a limit.

Q. Then, if there is a limit, where do you think that limit should be drawn?—A. I think that would be a matter for the exercise of a reasonably flexible degree of decision by the proper licensing authorities. It would be a matter of judgment, and I would point out the present licensing authority does practice such a discretion in fact, as indicated by the decision to which I called your attention a few moments ago and which was handed down not later than yesterday, in which that consideration was evidently taken into account and that indicates that they are keeping a careful eye on that kind of situation. The matter of newspaper ownership was discussed by this committee in 1946, and again I believe in 1947; and I think, if you will refer to your minutes of evidence you will find that the committee recommended to the House that all other things being equal a newspaper application for a broadcasting licence should be treated no differently from any other applicant.

The CHAIRMAN: Was that in 1946, do you remember?

The WITNESS: It was either 1946 or 1947. My personal recollection is that it was 1946, but it may have been 1947.

By Mr. Coldwell:

Q. On that point, you think there should be a limit. You mentioned the Thomson group, for instance, owning a number of newspapers and at least

four radio stations in this province (Ontario).—A. Well, Mr. Coldwell, that is nothing I object to. That is a situation, sir, which the licensing authority have in their wisdom permitted to exist, and I feel they were right.

Q. In any event, it is not anything you can do anything about.—A. No, it is a matter of regulations and there is nothing I would want to do about it, especially since these are well operated stations.

Mr. MUTCH: I do not know the object of this previous suggestion to the committee but the line of questioning has indicated that there is something invidious about multiple ownership and Mr. Allard has indicated that perhaps there should be a limit on it. I do not think it is Mr. Allard's business here to answer the question I am going to ask him, but I would submit this: that if there is anything invidious about multiple ownership of radio stations, independent radio stations, why would not the same facts apply to government multiple ownership of radio stations also, because they also operate for the dissemination of information and education? At the beginning of the brief it was the submission of the Canadian Association of Broadcasters that radio dissemination is simply the publication in a new form of news and information. Now then, he said that multiple ownership is a thing which should be limited in the case of private ownership, so I ask him why a limit should not also apply in the case of public ownership?

The WITNESS: If you will permit me, Mr. Chairman, to say what I think, a question was asked as to whether or not I believed multiple ownership of private radio stations should be permitted without limit; to that I said, no; not without limit. I would not want to see every newspaper in Canada owned by one company.

Mr. MUTCH: I won't press it if it is a long story. You said, no.

Mr. COLDWELL: There is a difference in the case of a radio licence in that it issues under parliamentary authority while for a newspaper that condition does not exist; and, I hope that is a situation which will not change.

The WITNESS: I was asked if I thought that there should be a limit to multiple ownership with respect to privately owned radio stations and I said that in my opinion there should be. In saying that I was not inveighing against multiple ownership, per se; but I certainly think there should be limits to it. I do not think every radio station in Canada should be owned by one man.

The CHAIRMAN: Can we proceed to section 3?

Mr. DIEFENBAKER: I have one question respecting revenue from advertising. I wonder if Mr. Allard could give us the total advertising revenue of all the private stations in Canada? Is that record available? The reason I asked that is that we already have the figures for last year with respect to the C.B.C. which had extended itself in the advertising field from its original estimate of \$500,000 to a matter of five times that amount. Have you any figures on that, as to the advertising revenue of private stations?—A. As to the privately owned stations, I think you will find that, sir, in the Massey Report, the report of the Massey commission, which refers to the total picture of something in the order of \$15 million.

Q. Yes?—A. I am not quite certain of the amount, but I am sure those figures are there.

Q. Do they come from you?—A. They came from the Department of Transport; or, I would so take it; they certainly do not come from us, those figures are not available to us. I would take it that the figures were for the total 130 or 131 stations which were in existence.

By Mr. Coldwell:

Q. Could we get a few examples; for instance, station CFRB, CKCK—a few examples of the revenue of these stations which would help us to understand it?—A. I would think most of that information would be available from the breakdown in the Massey report where it is given at some considerable length. I might be able to find you the appropriate section. As a matter of fact, I remember that during the period referred to it indicated that the average privately owned station operated at a loss for years, and, as I recall it, the figures I saw were something in the order of \$17,300, as the average per station profit. You will find that at page 390 of the Massey report, paragraph number 20.

Q. Did you say page 390?—A. Page 390, paragraph 20 reads this way: "there is no doubt that some of the private stations, particularly those located in the larger cities, make good money. But in 1948, 27 per cent of the stations of the Canadian Association of Broadcasters did not make both ends meet and the remaining 73 per cent which showed a profit had an average net after taxes of \$17,300 per year".

Mr. COLDWELL: Of course, it is impossible to tell whether those stations were run efficiently or reasonably so or not.

By Mr. Hansell:

Q. With respect to multiple ownership—I don't want this question to be regarded as a trick question or anything like that, I suppose you could only give us your opinion—in your opinion is there any difference between multiple ownership among individual corporations or multiple ownership by a government corporation?—A. Between multiple ownership by individuals and multiple ownership by a government corporation?

Q. Yes.—A. I find it rather difficult to conceive of multiple ownership by a government corporation.

Q. Well, the multiple ownership of stations.—A. Yes. I would say there is a very significant difference in the case of multiple ownership by private institutions, unless you realize no limit and have everything of a certain type owned by one person or corporation, which I judge is extremely unlikely in practice, you have a diversity of interest. Even supposing, for instance, there are only 5 or 6 owners of newspapers in Canada you would still have 5 or 6 completely diverse interests getting out 5 or 6 different types of information which would find expression, to that extent, in that form of multiple ownership. But, when you come to the question of multiple ownership by a government corporation, you have one authority controlling and operating the whole group, so the situation is different.

Q. I conclude then from your answer that radio in Canada as far as the public are concerned would be better off with multiple ownership under private ownership than under government ownership?—A. Since it is a purely hypothetical question I am giving you a purely hypothetical answer. Yes.

Mr. COLDWELL: Is not one of the criticisms of the C.B.C. that they allow too much diversity in the expression of opinion over their stations.

The WITNESS: That they allow?—?

Mr. COLDWELL: Would not that fact itself indicate the opposite to your answer to the question, that at the present time the C.B.C. are allowing too free expression of opinion on the air over their multiple stations?

The WITNESS: Is that a very substantial criticism? I am not very familiar with it. Are you just referring to it in a general way?

Mr. HANSELL: Mr. Coldwell's reference to the criticism that the C.B.C. permits too wide a variety of opinion, is a surprise to me. I thought the C.B.C. was anxious to have a variety of opinion.

Mr. COLDWELL: As I say, it is a criticism of the C.B.C., to some extent, that they are allowing too many opinions on the air.

Mr. HANSELL: And if it extends to multiple ownership of stations by private interests you may have the same criticisms.

Mr. COLDWELL: And I may say that I think it is right to have opinions expressed freely on the air, that is a matter of freedom of speech.

Mr. HANSELL: There is one other question on this matter of C.B.C. regulations. I am afraid that if we leave it just at this point the impression may go abroad that Mr. Allard and his colleagues only gave us one or two instances. Now, regardless of that, can I conclude this, Mr. Allard, that your point of view in respect of a standard regulatory body is not necessarily based on the fact that the C.B.C. has been unfair or fair but rather that a separate regulatory body is after all in the best interests of our system of jurisprudence?

The WITNESS: That is precisely the case, Mr. Hansell. In the past that is the argument that has been used, and I am using the word argument in its proper sense, I do not apply it in the sense of animosity—that this discussion has in the past been based not so much on the admitted strength or admitted weakness of the C.B.C. or the admitted strength or admitted weakness of the privately owned station, in my view that is not the point at all and the interests of neither the privately owned station nor the Canadian Broadcasting Corporation are the paramount issue, but rather the public interest. You have to go, as we pointed out, 400 years further back into history before the flowering of the concept that free men had established certain rights founded on a framework of law, and what we are talking about here is operation within the framework of law, rather than operation within specific regulation. The problem essentially is one of freedom of publication. By that I mean freedom under law. A newspaper, a periodical or a magazine may publish without restriction, if the writer keeps under the law, which provides that they can do what they like as long as they do not do certain things which are not allowed; for instance, they cannot publish seditious libel, treasonable matter or things of that kind, and if they do, they are quite properly punished. We think that we should operate under precisely the same framework and have the same rights and full freedom of expression, which has been the great genius and wisdom of democracy.

Mr. DINSDALE: Is not your point this, that you believe the Canadian Association of Broadcasters should have continuing representation in the deliberations of the C.B.C.? Isn't that the point, that they should have some part in C.B.C. deliberations?

The WITNESS: We have no voice whatever in their continuing deliberations. We are permitted to appear before the Board of Governors of the C.B.C. and make representations and we have been permitted to do that since 1947 since when the hearings have been held in public, they were held in camera prior to that. But we have no continuing voice which, in our view, we should have; we feel that we should have some voice in deliberations of that kind, however informal that voice might be, but that has never come to pass.

The CHAIRMAN: Now, gentlemen, shall we proceed with paragraph 3?

Hon. MEMBERS: Agreed.

The WITNESS: Mr. Chairman, most of what is in paragraph 3 has already been said. I would just like to comment on part of the argument in the second paragraph which reads this way:

"The creation of more than one radio broadcast on one wavelength in the same area makes it impossible to appropriately receive either signal. Thus, if radio is to be used for broadcasting purposes and is to be satisfactorily received, only one transmitter in one locality should use a given wavelength at a given time. This introduces the question of deciding who may use it, and keeping all others off. Only the government can perform this function satisfactorily."

This makes necessary the policing of the creation of electrical disturbances on individual wavelengths, which gives rise to the expression 'use a certain wavelength'. This expression creates the misapprehension that a wavelength is some physical object. But it certainly is not. There is no logical connection whatever between the physical policing of the creation of electrical disturbances and the context of the messages which these electrical disturbances are made to carry; in other words, the program content of the broadcast."

Then, on the next page is a chart drawing attention to the fact that essentially all things not only those which enter into radio broadcasting come within the field generally regarded and referred to as the public domain and can, under proper legislative authority, be expropriated for public use, or the common use. You will notice there that in the case of overriding public interest requiring the use of privately owned broadcasting channels for some other use, the public, through their parliament, on equitable terms, could expropriate private owners and make the broadcasting channel available for such new purposes in accordance with the public interest; and you will notice that is essentially the same as applies in the case of use of land which is governed and regulated by the common and statutory laws-of-the-land, enforced in the regular court. The use of broadcasting channels could be regulated by the common and statutory laws-of-the-land enforced in the regular courts. This is so with regard to newspapers, magazines, pamphlets, public halls, etc. And, it should be recognized that the possibility of monopoly is a real public danger and the laws to deal with monopoly should if necessary be improved and when necessary applied to protect against this danger.

The CHAIRMAN: Are there any questions with regard to paragraph 3?

Mr. COLDWELL: You make the comparison that they are founded on a grant from the crown, that is with respect to a licence to operate a radio station. Surely, that is not on the same basis as a grant of land to the crown. A grant of land from the crown, as we understand it, is virtually a grant in perpetuity. A grant is final, it is granted as long as it is in the public interest to allow that channel to be used; that is your suggestion, it seems to me that there is an essential difference.

The WITNESS: Would you accept the suggestion, sir, that a grant of land from the crown is subject to the conditions that it can be occupied so long as its use is not required by the public interest?

By Mr. Coldwell:

Q. Oh, that holds with respect to a grant of land from the crown, I agree with you on that; but even so I do not think your comparison with real property is sound. Where a licence is granted it is granted with respect to a particular channel, it is not granted in perpetuity in the same way as is the case with respect to the ownership of land. Land, when it was granted years ago under the Feudal System was granted in exchange for certain conditions. Those conditions no longer exist; and what we are trying to do is to fix conditions under which the use of a channel so granted should be removed. It was a longer period of time as far as land is concerned.—A. Well, I hesitate to be too specific about this, when there is so much legal talent in the room.

Q. I am not a lawyer, so it is all right for you to argue with me.—A. My conception of the thing is that the usage of land as at present has come about because of the continuing use of land over a long period of time. And if my reading is correct, the original grant of land made under a manorial or a feudal system carried with it no right of descent. When the holder died, the land then reverted to the Crown. And I think that it is from this interesting custom that the doctrine of public domain has arisen.

Q. How long ago would that be?—A. There was no right descent as late as the fourteenth century. I have been reading Coke, and I think—unless I have misunderstood him, and there are many legal gentlemen in the room who can correct me if I am wrong—I think that was the situation in the beginning, and that gradually the right of descent has grown up, and apparently it was understood by the pioneers for a time before it became written into the law. Of course, time has established the right with respect to persons and properties.

Mr. MUTCHE: What makes you think that lawyers study history?

The WITNESS: I have a very high opinion of lawyers.

Mr. LANGLOIS: I think the comparisons given on page 5 are very interesting, but I do not think these comparisons are to be taken at their face value. So, as long as it does not mean that we approve those comparisons, all very well. But I still think it would have been better to have left them out of the brief.

Mr. BOISVERT: Might I ask if a radio channel is a right or a privilege?

The WITNESS: How would you distinguish between a right and a privilege, Mr. Boisvert?

Mr. BOISVERT: That is very easy.

The WITNESS: I think the moment I use a channel under the terms of a grant, it should be considered as a right. As of the moment, this is not the situation: you know that we do not accede to it and suggest charge. We are suggesting that the proprietor and his staff who create the business should have equitable tenure under the law, enforceable in the courts, which I think would get us into a right rather than a privilege.

Mr. STICK: You have not reached that stage yet.

The WITNESS: No, we have not reached that stage yet, sir.

Mr. STICK: Why do you say that, when you have not reached that stage? Why do you call it a right?

The WITNESS: It is an incorporeal right, which, as a matter of fact, is merely a usage, to bring it into parallel. But, as I have pointed out, I am not a lawyer, and although I have two legal gentlemen with me here today, they do not seem to be giving me much help.

The CHAIRMAN: I think you are doing very well.

The WITNESS: I am doing the best I can with this involved terminology.

Mr. MUTCHE: I am surprised that you are not doing better than the lawyers do. They usually confuse everyone.

Mr. HANSELL: Might not this be a definition or a distinction between the two words: that just so long as your channels are public, and anybody is using them, that is a privilege which is granted to you. But as soon as a licence is issued to you, you have put money and endeavour into the matter, and it then becomes a right.

Mr. CÔTÉ: A right you mean to use the privilege?

Mr. HANSELL: I have never mentioned that before, but I have thought a lot about these things. What is the difference between the air channel being within the field of the public domain, which air channel is up above us, and an oil field being in the public domain, which oil field is underneath us? I cannot see the difference. Do they belong to the people?

Mr. KNIGHT: They should.

Mr. HANSELL: No. They belong to those who risk their lives and money in going out to develop them.

The WITNESS: I think you are right on both points. I believe that a business which is developed is naturally the property of those who develop it. I hope that any of the legal gentlemen who are here will correct me if I am wrong. But I believe that the legislative authority still maintains the right to expropriate land, if it is required in the public interest.

Mr. COLDWELL: And the province retains the right to collect a royalty on the oil because it is found on public property.

The WITNESS: The point we make is that broadcasting "channels" are a fiction.

Mr. HANSELL: What is that?

The WITNESS: We say that a broadcasting "channel" is not something like a block of land or an oil well. It is not something that you can pick out of the air. It is purely a convenient phrase to establish a certain degree of order in the creation of electrical disturbances. A broadcasting channel does not exist until the broadcasting takes place.

Mr. HANSELL: That is right. And nobody can say that the oil exists until you drill an oil well and find it.

The WITNESS: Until some person sits down and spends time and money establishing a transmitter, a staff and a studio and organizing his broadcasting, there is no broadcasting, and no "channel".

Mr. HANSELL: Exactly.

The WITNESS: What we are saying is that these situations are comparable to all other forms of business usage.

Mr. HANSELL: Exactly.

The WITNESS: And that therefore those who have made a broadcasting "channel" into something more than merely a fiction, a phrase of fiction, should be entitled to have some rights under the law, as are people in other forms of business.

Mr. COLDWELL: Parliament decided that these rights should be eliminated and that it should be a privilege to operate an air channel which in reality is the property of the people of Canada. Parliament laid down that principle and the Bennett government approved it, and so it has been through the years.

The WITNESS: I think that basically all properties can have the same thing said about them: that directly or indirectly, or by inference there is nothing that the Parliament of Canada cannot expropriate from the property holders. The Parliament of Canada can expropriate every parcel of property on Sparks Street, if it so wishes.

Mr. COLDWELL: But through the years certain vested interests have grown up. Consequently Mr. Bennett thought it was proper to get these things under public control.

The WITNESS: I have no knowledge of what was in Mr. Bennett's mind.

Mr. COLDWELL: But you must have read the Hansards on the subject. I know that I have.

Mr. Mutch: I am sorry that Mr. Bennett will never know that there is one statement he made to which I can subscribe.

Mr. COLDWELL: It is too bad that he is not here.

Mr. HANSELL: In respect to these air channels, I know of your difficulties, but I cannot think in these technical terms. I would say that an air channel is a certain line going out, and that the only reason that one channel cannot be used is because there is interference from others. But as the science of radio develops, are there not more of these channels coming into existence all the time?

The WITNESS: Indeed, yes. And I would refer you to page 5 of appendix (c) of our brief where I read as follows:

Competition in mass communication

In the early days of radio broadcasting it was considered that broadcasting was perhaps a natural monopoly. The engineers had not developed either receivers or transmitters with the degree of perfection common today. Some people were one of the opinion the ether spectrum would be overcrowded by only one or two hundred broadcasting stations in North America. This experimental thinking was seized upon by those who wanted to use the word "monopoly" as a device to establish controls.

But engineers have developed techniques that prevent broadcasting from being a monopoly. Broadcasting throughout North America is most highly competitive. It is far more competitive than any other means of mass communication or publication.

In 1941 at the time the first North American Regional Broadcasting Agreement came into effect there were some 1,200 stations in North America on the standard broadcasting band. In 1950, when the last North American Regional Broadcasting Agreement was signed there were almost 3,000 stations in the official list.

Since the war the number of stations in the United States has expanded from less than 1,000 to nearly 2,300. These are the stations in the standard broadcasting band.

In addition there are some 700 frequency modulated broadcasting stations in the U.S. alone and there is room with present day engineering techniques for at least 3,000 more F.M. stations. The United States appears to have reached virtual saturation in broadcasting but it is a saturation brought about by competition and not a saturation brought about by technical limitations.

In Canada similar conditions exist. There are far more privately-owned broadcasting stations operating in Canada than there are daily newspapers. For example, in the City of Vancouver there are four privately-owned and one publicly-owned broadcasting stations, and there are at present only two companies controlling newspapers. In the City of Toronto there are at present four privately-owned broadcasting stations and effectively only two publishers, *The Globe and Mail* and the *Telegram* under common ownership, and *The Toronto Star*.

An examination, city by city, in both Canada and the United States, makes it evident that there are more broadcasting stations than there are daily newspapers and that competition is much keener in the broadcasting field.

The proponents of regimentation suggest that "anyone if he chooses can publish a newspaper, but not anyone can operate a radio broadcasting station". They point to the limit of available technical facilities for starting new broadcasting stations. The evidence of the past has indicated that this is untrue. The fact is that in the past ten years a great number of new broadcasting stations have been started in North America and a great number of newspapers have ceased publication. Virtually no new newspaper has appeared in the field.

The suggestion that "anyone can publish a daily newspaper" is ridiculous. One of the first requisites would be adequate capital, and an enormous amount is required. It would also be necessary to have assurance of obtaining a franchise from a news agency. If a news agency service can be obtained and the capital is available, the next problem would be to obtain adequate newsprint. Newsprint is at present so scarce (and it is becoming increasingly scarce) that it would be virtually impossible for a new publisher to obtain newsprint. To

obtain this print this new publisher might find himself in the position of being obliged to purchase a paper mill and with that paper mill obtain timber licenses for the raw material for his paper.

It is infinitely easier for anyone in Canada who desires to operate a broadcasting station to do so. It is difficult, but it is much easier than starting a newspaper.

Since radio broadcasting is today one of the most truly competitive means of mass communication it is desirable in the interests of freedom of speech that the media be unhampered by state restrictions.

Proponents of public operation of radio broadcasting suggest that it is even more necessary that the medium of television be most tightly controlled by a publicly owned corporation. They point out that the monopoly aspects of television are greater than the monopoly aspects of radio broadcasting. This is just not true.

The Chairman of the Federal Communications Commission in the United States forecasts that within 10 years there will be over 2,000 television broadcasting stations in the United States. That is, it is expected that in the next 10 years, television broadcasting will expand to the same total number of stations in the United States that it has required A.M. broadcasting a quarter of a century to develop. This suggestion of greater monopoly in television does not stand up either.

Mr. MUTCHE: At the bottom of page 7 you say:

Since radio broadcasting is today one of the most truly competitive means of mass communication, it is desirable in the interests of freedom of speech that the media be unhampered by state restrictions.

You could not use that argument against your repeated requests that there be an outside independent regulating body?

The WITNESS: No sir. What we mean is that there are specific restrictions imposed upon broadcasters which are not specifically imposed upon any other form of mass communication; we mean that the restrictions on broadcasting should be no more than those fundamental restrictions established by law just as upon other forms of publication. There is a great difference in our minds between law and regulation.

Mr. MUTCHE: You think that makes it clear?

The CHAIRMAN: If there are no more questions, can we not proceed to paragraph 4?

Mr. COLDWELL: It is now a quarter to one, Mr. Chairman.

The CHAIRMAN: Then I think we might adjourn until 3:30 this afternoon.

Mr. FLEMING: Might I ask a question, Mr. Chairman? I apologize for just coming in but I have been sitting in the combines legislation committee for the last two hours. I do not know if the questions have yet been asked with respect to the rights of private stations and with respect to their views in detail on the sections of the bill which has been referred to the committee?

The CHAIRMAN: We have not reached them yet.

Mr. FLEMING: Might I ask if they will be prepared at a certain stage to discuss in detail the various sections of the bill?

The WITNESS: The brief shows in detail what we propose to present. Would it be convenient to leave that matter until we come to it in the brief?

Mr. MUTCHE: I think so. We just have not got to that point yet.

The committee adjourned until 3:30 p.m. today.

AFTERNOON SESSION

The CHAIRMAN: Gentlemen, I see a quorum.

Mr. Allard advises me that he has a correction to make in one of the answers which he gave this morning. Would you like to do that now, Mr. Allard?

The WITNESS: Yes sir. A question was asked this morning concerning ownership of certain stations in Ontario by Mr. Roy H. Thomson. I have here an item from the Canadian Press which reads:

"In Toronto, Roy H. Thomson, head of the Thomson dailies said the Thomson interests own three radio stations—in North Bay, Kirkland Lake and Timmins and have a minority interest in two others, in Kingston and Peterboro; which corrects my reference to their ownership of the Kingston station."

The CHAIRMAN: And, I believe Mr. Allard also has certain figures to give the committee in reply to a question as to line charges.

The WITNESS: Yes, Mr. Chairman; these were the specific instances to which I referred this morning. One of those refers to Edmonton and I now have this information:

"1. Line Charges re: CJCA Edmonton, Alberta. Comparisons of figures from C.B.C. and other organizations. August 10, 1949 . . . CJCA carried broadcast of CIVIC POPS CONCERT, and fed to small network, including CFAC, Calgary and CJOC, Lethbridge.

30 minutes

one time

C.B.C. Line Charge—\$36.60

August 22, 1949 . . . quotation from Alberta Government Telephones for similar service:

30 minutes

one time

A.G.T. Line Charges—\$21.15

2. Line Charges re: CFCN Calgary, for remote pick ups carried only over CFRN, lines from Alberta Government Telephones cost one quarter cent per airmile per minute for the first hour. And one sixteenth cent per minute over the first hour. Loops from the local telephone office to the place of origination are charged for at one dollar for the first quarter mile, twenty-five cents for each succeeding quarter mile with an installation charge of \$3.50. Lines brought from C.B.C., are more expensive as for instance,

Edmonton-Calgary A.G.T. charge is \$6.55 for a quarter hour

Edmonton-Calgary C.B.C. charges is \$20.60 for a quarter hour

For a half hour A.G.T. charged \$13.05

For a half hour C.B.C. charged \$24.50

On a five week basis for a quarter hour this makes an additional cost of over three hundred dollars per month on an average of 22 programs.

3. CKCL, Truro, N. S., recently received invoice from CBC covering line charges on half-hour non-commercial program from Halifax, consisting of Tony Pastor's orchestra which was in Halifax for Bi-centenary celebrations. Amount of invoice \$31.28. CKCL has booked own line to Halifax for remotes, paying \$15.00 for two hours, plus \$7.50 for installation and loop rental for one month."

Mr. COLDWELL: The figures given are for a single broadcast in each case, are they not?

The WITNESS: In each case, yes.

The CHAIRMAN: Now, gentlemen, when we rose this morning we had reached page 6 of the brief, paragraph 4, broadcasting is not a natural monopoly.

The WITNESS: In this connection, Mr. Chairman, I think we already covered this morning the discussion on page 6. On page 7 I would just like to refer briefly, with your permission to the middle of the page there, to the second line of the second paragraph where it says:

"It is just not true to say that anybody can start a newspaper, but virtually no one can start a radio station and that because of this some bureau of government must control the programmes of all radio stations.

This fact was recognized *when the ideas were placed in their proper perspective*, by the majority report of the Massey commission. On page 276 the Massey commission says this:

The state, having the right and the duty of issuing licenses must impose certain conditions on radio broadcasting.

Yet on page 293 dealing with the use of broadcast channels for facsimile broadcasting the Massey commission says: Such conditions can and should be

limited to the technical control necessary to ensure that broadcasting channels for the purpose are equitably and efficiently assigned.

In dealing with facsimile broadcasting the members of the commission were viewing the fundamental problem in the proper perspective.

The necessity to police wavelengths to avoid mechanical interference does not require and does not justify control of programme content, in other kinds of broadcasting any more than it does in facsimile broadcasting."

Then, with your permission, Mr. Chairman, I would like to quote a pertinent paragraph in respect to this point from a volume called: "Legislation for Press, Film and Radio", a Unesco publication. It refers to the principle of restrictions upon freedom of expression in various media and it says:

They consist, in the first place, of state intervention in the establishment of a broadcasting enterprise; this is a general phenomenon. It is followed by regulations governing not only the technical operation of the enterprise, but also the actual programmes transmitted—that is to say, the right of expression properly so called. Then it goes on to say:

In some cases, even in liberal systems, both in certain Latin American and in certain European states, both where there is a diversity of enterprises and where there is only one enterprise with a monopoly—they involve prior inspection, a measure indignantly rejected by those same states or systems in the case of the printed press.

Mr. COLDWELL: Mr. Allard, you picked out a sentence in this Massey report on facsimile broadcasting. If you read this sentence in its contents it is somewhat different. May I read it: (page 292 and the top of 293).

The problem in our view can thus be stated: how can full liberty be assured to this new form of newspaper production without doing violence to the national broadcasting system? It seems evident that since facsimile would occupy certain channels of the broadcasting spectrum it must necessarily come under the technical authority of the appropriate government department. Even with the limited knowledge of this new device at our disposal, we can see many grave objections to imposing upon it the limitations necessary for radio broadcasting but inapplicable to the press. It would seem to us both desirable and practicable to ensure that the potential development of facsimile take place in an orderly manner and that at the same time the traditional freedom of the press be left unimpaired.

If you read it in the context you can understand why the Massey commission made the remark quoted in this brief.

The WITNESS: That is, sir, precisely the point we are trying to make; that when the matter is viewed in the proper perspective the conclusion which the Massey report arrived at in the latter case is wholly correct.

Mr. COLDWELL: I think the Massey commission explains very carefully that owing to the fact that facsimile is a newspaper project the traditional freedom of the press must be maintained, that it is entirely different from radio broadcasting. Reading the other quotation on radio broadcasting, which will be found at page 276, the second paragraph:

Mr. COLDWELL: The paragraph is entitled "Broadcasting", and it says:

"Radio broadcasting is akin to a monopoly. Any man who has the impulse and the means may produce a book, may publish a newspaper or may operate a motion picture theatre, but he may not in the same way operate a radio station. The air-channels are limited in number and normal competition in any air-channel is impossible. Throughout the world these channels are recognized as part of the public domain; and radio stations may operate only with the permission of the state."

That is the distinction between newspaper publishing and radio broadcasting.

The WITNESS: The first part of the statement you have just read is one with which we are not in agreement. The fact is the number of air-channels is not limited and broadcasting is in no way a monopoly; and thirdly it is our contention that broadcasting is essentially part of the press, the difference being that one uses a printing press and the other an electronic device, in order to publish.

Mr. COLDWELL: That is a legitimate opinion and one we will have to consider later on. Incidentally, it is one with which I do not agree.

The CHAIRMAN: Are there any other questions on paragraph 4? We will proceed to paragraph 5. If you wish to refer to the appendix it shows 44 per cent in 1944 and approximately 60 per cent in the current year.

By Mr. Coldwell:

Q. How was that arrived at?—A. By means of the customary techniques in public attitude surveys.

Q. One would have thought that would have been reflected in the presentations made to the Massey Commission, yet the Massey Commission received almost unanimous support for public management of broadcasting.—A. The Massey Commission expresses in writing its regret it did not meet "the man on the street."

Q. It met a number of organizations that represented the man on the street, farmers, labour groups, church groups and so on. I think they fairly represented the man on the street.—A. I think they felt they met with a rather limited group of people and Mr. Surveyer, in his dissenting remarks, points out some of the voluntary groups failed to grasp some of the fundamentals. The majority report mentions specifically its regret that it was unable to meet with what it considered to be the average Canadian. The public opinion survey reflected majority opinion rather than the vocal opinion of highly organized minorities.

Q. You consider the organizations mentioned to be highly organized in toto?—A. It was clearly established before the Massey Commission that the brief of the Canadian Federation had been submitted to their membership only after it had been submitted to the Massey Commission.

Q. What about other organizations; what about churches?—A. I am not certain to what extent the opinions expressed by certain members of the clergy represented the opinions of their entire lay membership.

Q. What about the Trades and Labour Congress and the Canadian Congress of Labour?—A. I have no doubt their opinion represented the opinion of the bodies they purported to represent.

Q. And a number of smaller organizations?—A. If you take the sum total of all the organizations, without having a chance to examine the exact membership of all these organizations, I would point out many of the people appearing did not represent what was obviously the expressed view of those organizations. In Alberta I remember hearing the Indian Handicraft League, and they scarcely represented a substantial body of opinion.

By Mr. Stick:

Q. It seems to me we should have had a gallup poll on this and then we would have an expression of opinion which is fairly accurate within 2 or 3 per cent.—A. The techniques used by the Elliott-Haynes organization are scientific techniques and Elliott-Haynes tell us it is accurate within plus or minus 2 per cent. The Elliott-Haynes firm is a well established firm and it does a great deal of business with broadcasting stations and others interested in public opinion.

Q. You think the survey you have made is a more accurate survey of the opinions of the people of Canada than the representations made to the Massey Commission by these specific groups?—A. We did not, take this survey, the survey was taken by the Elliott-Haynes people in Toronto, which is an independent firm, and I think it would be much more accurate than the minority views expressed by individuals before the Massey Commission.

By Mr. Gauthier (Portneuf):

Q. Do you know the questions put to the people in this survey?—A. The question asked was, "Do you believe broadcasting should be under public or private ownership?"

Q. Is that the only question?—A. No, sir, there were other questions asked.

Q. What questions?—A. The same question as to banks, insurance companies and two or three other types of business.

Q. Railways?—A. I do not think so.

By Mr. Coldwell:

Q. In the one case you have a snap judgment from a person who sometimes does not know the difference between public and private broadcasting, and when you have these other opinions you have considered opinions of these representative bodies.—A. I do not think, sir, that whether or not you are in favour of public or private ownership of radio is something on which anyone would give a snap judgment. It has been drawn to my attention that the Gallup Poll people themselves took a survey, dated 24/11/51, and this is taken from the *Montreal Star*. I am sorry that this does not include radio, this includes such things as railways, banks, meat packing companies and telephone services.

Q. How did they cover the population in its broadcast sense?—A. What you take in an instance like that is a typical cross-section. You must first of all establish the fact that there is a percentage relationship between the total population and certain key factors. For instance, X per cent are women, X per cent certain age groups, certain economic groups, and you must determine how large or small a sample must be in order that the sample will show the relationship between each such group and the total population.

Q. In how many locations throughout Canada did they go?—A. That is something I can find out, but it is customary procedure to make it twelve.

By Mr. Fleming:

Q. You would not know whether the technique followed by Elliott-Haynes was the same as the one they followed and which they related in some detail when they appeared before the Radio Committee in 1947?—A. It would be substantially the same.

Q. At any rate the technique of coverage is substantially the same now as it was throughout the period of time covered by the statement, and you are seeking to establish the existence of a definite trend in public opinion?—A. That is correct.

The CHAIRMAN: If there are no other questions we can pass on to paragraph 6.

The WITNESS: That simply refers to appendix B attached to the main brief which shows the majority of the public prefers private station programs. All surveys taken show a marked preference on the part of the great majority for the programs offered by the privately-owned stations in Canada, and figures are given for the key cities.

By Mr. Fulton:

Q. Can you enlarge on that, what do you mean by saying "programs by privately-owned stations"?—A. If you will refer to appendix B you will see that in Halifax, Nova Scotia, one of the stations has no access to network programs. In the case of Quebec City CHRC and CKCV have to my present understanding a limited access to networks. In Montreal CKAC has no C.B.C. network. CKVL has little if any. CJAD I do not think has any C.B.C. network service. CFRA in Ottawa has none; CFRB and CKEY in Toronto have not; in Winnipeg CJOB has none; in Saskatoon CFQC I do not think is a basic station although it may be. In Calgary CFAC is supplementary only; in New Westminster I do not think CKNW has any network. You have enough stations to establish a comparable figure.

Q. What are these figures, index figures?—A. Yes, they are based on what is referred to as "station mentions."

The CHAIRMAN: Are there any other questions; if not, we will pass on to paragraph 7.

The WITNESS: Paragraph 7 I think we can go over quite briefly. We are establishing the point that broadcasting is a means of mass communication, not a public utility, and on page 8 we have the very best definition of a public utility we could find. Point to point radio communication is a public utility but broadcasting is not. Broadcasting, along with newspapers, periodical press and television, is purely publication. I quote from our brief on page 8:

Mass communication is communication by any means intended to be received by the public. Mass communications began with the stump speaker, but have come to include public lectures and addresses of all kinds, newspapers, magazines, bulletins, pamphlets, books and, more recently, radio broadcasting and television. Because the battle for freedom of mass communication was fought and won by the public at a time when newspapers were the principal medium of mass communication, the resulting freedom came to be referred to as "freedom of the press". But the "Freedom of the Press" scroll composed, printed, distributed and prominently displayed by the daily newspapers of Canada points out that freedom of the press is not a privilege enjoyed by newspaper publishers but is part of a wider freedom of all persons to speak their minds frankly, without fear.

Radio broadcasting is the dissemination of auditory and visual stimuli intended to be received by the public, and does not include point-to-point communication. Radio broadcasting, like newspapers and magazines, is mass communication and is not a public utility.

The object to be attained is the most acceptable service to the public in the field of information, entertainment and business promotion. Information includes news, views and discussions of matters of public interest. These in turn include matters which are personal, political, educational and commercial.

A complete definition of PUBLIC UTILITY does not seem to exist, but partial definitions appear as follows:—

Century Dictionary—

Utility—the state or character of being useful, a public service such as streetcar or railroad line, gas, light or electric light system or the like (public utility).

Hallsbury's Laws of England, 2nd ed. vol. 20, P. 296. f. ns. (h) and (g)—

A public utility company is any company—carrying on any such activity as—to construct, work or carry on any gas, water, electricity, tramway, hydro-electric power, dock, canal or railway undertaking.

Hallsbury's Laws of England, 2nd ed. vol. 32, P. 333. f. n. (p)—

The expression public utility undertaking means an undertaking for providing or improving communications, drainage or irrigation, or for providing power, lighting or water.

Public Utilities Act, RSO. 1937, Ch. 286, sec. 1.

Public utility or public utilities shall mean water, artificial or natural gas, electrical power or energy, steam and water power and Sec. 61 adds

A railway, an electric railway or an incline railway and telephone systems or lines.

Under these definitions point-to-point radio communications would probably be a public utility. But these do not fall within the definition of radio broadcasting, which along with newspapers, the periodical press, television and facsimile, is clearly publication within the field of mass communications.

And may I add this:

Today the voice by aid of radio is freed from its natural limitations.

It can reach at least as many in a far shorter time, so it is evident that the two social functions (newspaper and broadcasting) merge. This is from the Report of the Commission on Freedom of the Press.

By Mr. Knight:

Q. I notice you say broadcasting is a means of mass communication, not a public utility, and again at the bottom of the page you say, "freedom of the press is not a privilege enjoyed by newspaper publishers but is part of a wider freedom of all persons to speak their minds frankly, without fear." I am going to suggest to you that perhaps to a degree freedom of expression on the air to most individuals is measured by the length of his purse.—A. I would not say that.

Q. Do you mean there is free time for expression of opinions?—A. Yes, there has been free time granted on many occasions.

Q. And if I am able financially to engage a good deal of time on the air is someone who has perhaps less financial ability given the opportunity to answer that opinion?—A. That is a hypothetical question.

Q. No it is not a hypothetical question; it happens time and time again that somebody takes a certain amount of time on the air and puts forth his own propaganda, political, religious or whatever it is. My question is, is it the habit of stations to provide free time to people who are not financially competent to answer?—A. The fact is that the people whom you describe as financially unable or financially incompetent would have ample opportunity to issue news releases setting forth their views and these would be carried as part of one or more broadcasts without charge.

Q. Isn't it a fact that the C.B.C. does furnish such free time so that questions that concern public matters in regard to which there is considerable disagreement may be answered on the air, and people may have an opportunity to

use their judgment and speak on both sides? That to my mind is a condition of what I would consider as freedom of a man to speak freely and frankly on the air. —A. If you are speaking of controversial broadcasts many privately-owned stations have given their time.

Mr. FULTON: I can give you an example I have known this summer. There was considerable controversy where the Sons of Freedom Doukhobors were to be moved from Kootenay to Kamloops and the local station gave time without charge to both sides and without limitation of time, beyond that it was agreed between the parties there would be a fair limitation.

The WITNESS: There was another case in your own province in Victoria when there was a strike in the shipyards. Equal time was given to both sides, and again in Halifax there was a similar incident. This was done in spite of the fact that privately-owned stations operate exclusively out of their own revenue.

Mr. COLDWELL: I know of cases where people have offered to pay for time and have not been able to buy time to answer attacks made on organizations that they represent. I know of cases and in fact I have drawn them to the attention of the C.B.C. as contraventions of the regulations of the Broadcasting Act. On the other hand there are other stations which have not even sold time for controversial matters. There are, as was pointed out this morning, admitted strengths and admitted weaknesses in both privately owned and the C.B.C., and humans are prone to err. We were dealing more with general freedoms than with individual applications. Unquestionably, I think the private stations try to be fair about this sort of thing and it is unquestionably being carefully watched.

Mr. FLEMING: Something more fundamental than the point that Mr. Knight has raised—what do you say on this: is it easier for the individual to get time on a private station than time on the C.B.C.?

The WITNESS: I do not think the C.B.C. gives free time for controversial opinions except between election campaigns. They have set their policy forth in a white paper that would be available to you.

Mr. COLDWELL: You mean the parliamentary committee has set our views out in a white paper.

The WITNESS: I do not want to leave the impression that the C.B.C. is derelict or negligent in this respect, because I do not think it is. Most controversial issues are inclined to be local, and in this particular case the privately owned stations can probably be of more value. The C.B.C. can only properly deal with these controversial issues that are national, or almost wholly national in scope.

Mr. FLEMING: If we conceive of the establishment of a radio regulatory body, which was recommended in the minority report of Dr. Surveyer, would such a body not have both power to oversee that private stations do offer reasonable opportunity for answering attacks on the air so that reasonable freedom may be maintained?

The WITNESS: I see no reason why that cannot be arranged. I believe there were some stipulations to this effect by the F.C.C. in the United States under its public interest necessity and convenience clause, and I believe that the Australian board has some stipulation of that type, too.

Mr. KNIGHT: I merely wanted to say that my question might have seemed somewhat pointed. I do not want for a moment to be understood as not conceding the very fine services that private stations are rendering to this country; I want you to understand that it is merely in this greater argument of freedom of speech, which system guarantees freedom to all men irrespective of their financial ability to pay for it.

Mr. HANSELL: I think Mr. Knight's term respecting "all men"—that is the term he used, "having an opportunity to reply to anything on the C.B.C."—takes in, indeed, too much territory.

Mr. KNIGHT: It is a quotation, Mr. Hansell, from this document.

Mr. HANSELL: All persons do not have an opportunity to reply. That is an obvious thing. A political party might, but all men do not have a chance to reply to those things which are objectionable to them.

The CHAIRMAN: Any other questions on paragraph 7?

By Mr. Boisvert:

Q. What difference, Mr. Allard, do you see between freedom to broadcast and freedom of mass communication?—A. Basically, sir,—

Q. Our main problem is to discuss in committee the freedom of broadcasting.—A. I suggest, sir, that, basically, there is no difference.

Q. No difference?—A. No difference.

The CHAIRMAN: Shall we pass on to paragraph 8, seeing that there are no more questions on paragraph 7?

The WITNESS: Paragraph 8.

Freedom of mass communication is essential to democracy.

The freest possible mass communications, including radio broadcasting, is an essential right of a democratic population to inform and be informed. Centralized domination of mass communications is not in the interests of free citizens. Any medium of mass communication should operate within the framework of the general law of the land and not be subject to specific controls which limit its freedom as a device for purveying information.

The CHAIRMAN: Any questions on paragraph 8?

Mr. COLDWELL: No. That is an opinion.

Mr. FULTON: I do not know whether this subject was covered before. If it was, I do not want to repeat. I would be interested in hearing from Mr. Allard his views as to the relationship of the entertainment aspect to his statement that radio broadcasting is a means of mass communication. If the ground was covered this morning, I do not want him to go over it again. Might I ask how you tie the entertainment aspect into that?

The WITNESS: Entertainment is one of the means of communication. Newspapers and magazines do not contain only news; they contain other information and they contain entertainment. I suggest that the comic strips are just as widely read as the front page.

Mr. Mutch: And sometimes they make as much sense.

The WITNESS: Entertainment is part of communications and entertainment has, in the past, been a device for conveying ideas.

By Mr. Fulton:

Q. How would you deal with the cultural aspect in the importance of radio? I suppose education is also mass communication. How would you define that in your general proposition?—A. What, precisely, do you mean by cultural?

Q. I do not know. I do not know whether the Massey Commission defines it or not, but it is a word in wide general use. Let us say culture would be something that contributes to the development of the arts, letters and sciences. I think particularly of music in the field of radio.—A. I am sorry I do not quite follow you still. Music is certainly part, if that is what you mean, of mass communication. It is one of the things that broadcasting purveys.

Mr. Mutch: Would psychology be cultural?

The WITNESS: That, I think, would be within the individual definition. There are people who might regard it as cultural, and others who might not.

The CHAIRMAN: Shall we pass on now to paragraph 9?

The WITNESS: In paragraph 9 we point out that broadcasting stations in Canada today do not operate within the framework of the general law of the land as do all other forms of publication. On the contrary, they operate under very strict controls imposed in part by the Radio Act, in part by the Broadcasting Act and in part by regulations made under these Acts—regulations which have the force of law. One of the bodies empowered to make these regulations is the Canadian Broadcasting Corporation. The Canadian Broadcasting Corporation is a tax free, subsidized government-owned operation which competes with privately owned stations for audience and for business and at the same time has the complete power to control the programs of the private stations.

Mr. FLEMING: I have a question on that last sentence arising out of the word "competes". I wish you would enlarge on that, indicating specifically, if you can, those areas in which you find direct competition between C.B.C. on the one hand and private stations on the other. You will remember that in the 1946 committee the C.B.C. did say that there was competition up to a point and that was between the C.B.C. and private stations, and he thought that the competition on a whole had been a good thing for C.B.C. in helping to keep C.B.C. on its toes. The question seems to be though as to how far competition should be permitted to exist. Will you enlarge upon that as specifically as you can, and enlarge on what you refer to there when speaking of competition?

The WITNESS: In the first place, the commodity that any broadcasting station has to sell is its audience. We are in competition for audience. Without it, any broadcasting station is useless.

Secondly, we are in competition for business. The Canadian Broadcasting Corporation sells commercial time and so do we.

Mr. STICK: What about the rates charged? Does the Canadian Broadcasting Corporation supervise the rates you charge for advertising?

The WITNESS: In practice, yes, but in theory, no.

By Mr. Fleming:

Q. How do they do that?—A. It is as direct competition as competition between salesmen from A insurance company and salesman from B insurance company.

Q. Would you say that the competition between the Canadian Broadcasting Corporation stations and private stations is as direct as that, let us say, between private stations?—A. Yes, I can see no substantial difference.

By Mr. Murray:

Q. Would it be as keen as the competition, let us say, between the Canadian National Railways and the Canadian Pacific Railways?—A. Oh yes, I would certainly say yes.

Q. You think that would be a parallel case?—A. Yes.

Q. And that is familiar to all Canadians.—A. Yes.

By Mr. Fleming:

Q. We have been told more than once that the Canadian Broadcasting Corporation, after all, is in the network field, while the private stations are in the local field. What have you to say about that, as being a legitimate

distinction as to the principle of competition?—A. It ignores the fact that our rate structure is set by the Canadian Broadcasting Corporation, and for an easily overlooked reason. No newspaper in Canada would dare to charge more for its space than the *Toronto Star* or the *Toronto Globe*.

Q. The *Toronto Star* rates have been going down, you know.—A. Generally speaking a newspaper could not charge a greater percentage than its circulation represents as related to the *Toronto Star* or the *Toronto Globe*.

By Mr. Murray:

Q. You think that newspaper rates bear a relation to competitive circulations?—A. Yes, and radio stations are in the same category, Mr. Murray.

Q. What do you think about it, politically?—A. I do not suggest that politics has any connection with their rates.—Q. You mentioned the *Toronto Star* and said that its rate of circulation was tied up with its advertising percentage and I ask you if that applies in the political field?—A. That is something of which I have no idea. Do you mean their political rates?

Q. I mean the influence upon the body politic, the thinking of the people, customer response?—A. There are many men around this table who are much more competent to answer that question than I am.

Q. After last week's experience, what would you say?—A. I think the answer had still better be left to those who are in the field.

Q. I think it is a very proper question to ask you.

The CHAIRMAN: Order. I think it is hardly a question which Mr. Allard can answer, Mr. Murray.

By Mr. Murray:

Q. The name of the newspaper was brought up and the names of the media are under discussion, as well as the question of the comparative influence of radio and newspapers; you would put it in proportion to the circulation, as being a principle for setting up your rates?—A. I said that the rate is set in proportion to its circulation. I am dealing with circulation, not with leadership and influence. And in radio the same situation obtains. No privately owned radio station in Canada can charge more for its time than is charged by the Toronto stations; which cannot put their rate much above the rates of the Canadian Broadcasting Corporation's stations in Toronto. And those rates are uneconomical, because they are subsidized; the stations themselves are subsidized from the public treasury. And might I say that a scientific analysis of radio rates in Canada as compared with those in the United States has demonstrated that our rates are about one-third too low.

By Mr. Fleming:

Q. You spoke of competition for listener interest and for business, that is to say, for commercial revenue?—A. Yes.

Q. Would you enlarge on that latter feature, competition for commercial revenue?—A. The real basis of the competition for commercial revenue is the fact that the competition is from a subsidized body which, because it is subsidized, operates at an uneconomic rate level. It is severe rate competition. And secondly, the advertiser who is sold the network is not as good a customer as he was prior to that for selective business, as we call it; and thirdly, you will know that the Massey report indicated acceptance of the statement that in certain areas at least the Canadian Broadcasting Corporation was directly selling local business, because the report suggested that they should stop doing so.

Q. You say there are two fields for commercial revenue, and that the C.B.C. appeals to those firms which are national producers, or national advertisers, while the private stations are more interested in dealing with the local producer or business. What is your comment on that?—A. It is not wholly accurate. I would imagine that somewhere between 40 per cent and 50 per cent of revenue of most stations is derived from national advertisers.

Q. To what extent do those revenues accrue to the private stations through their associations with the C.B.C. network?—A. In the first place, your network rate is not the same as your card rate. Suppose you were a broadcasting station with a card rate of \$80; the C.B.C. would give you a network rate of \$60 to \$70 an hour, anyway that network rate, as you will see, would be lower than your card rate. But of it, you get only 50 per cent.

Q. Do you find any difference in the provision offered by the Canadian Broadcasting Corporation as between two networks, that is the trans-Canada network and the dominion network? I am thinking of the fact that the trans-Canada network is made up to a greater extent of C.B.C. stations, whereas the dominion network is largely made up of private stations?—A. The dominion network is almost entirely made up of privately owned stations—30 of 31 stations. I believe the network rate is substantially different. Mr. Neill may have the figures. Do you have the difference in the trans-Canada and the dominion network rates, Mr. Neill?

Mr. NEILL: Yes. On the trans-Canada it is 33 per cent, and on the dominion network it is 16 per cent below the station card rate.

Mr. FLEMING: Below the station's normal card rate?

Mr. NEILL: Yes; and approximately the average network revenue is about 9 per cent to 10 per cent of its total income.

The WITNESS: From about 50 per cent of its time.

Mr. COLDWELL: Do you have a card rate which is adhered to by members of the C.A.B.?

The WITNESS: No. Each station fixes its own rates without consulting us, or without any suggestions from us.

Mr. Mutch: Do you suggest that those rates are held at a certain level as a result of rates which are quoted by the Canadian Broadcasting Corporation? Did you not say that the Canadian Broadcasting Corporation did directly fix your card rates? Is that what you meant, because they offered a certain rate and you cannot get more?—A. Because they offered us a network rate which is lower than our card rate, and also because the card rate is too low in comparison with other equivalent enterprises.

By Mr. Coldwell:

Q. What is your card rate?—A. The card rate as published for any given station.

Q. And how is it set?—A. It is generally set by two factors, one of which is the circulation of the station, the number of radio homes it can more or less consistently deliver over a given period of time; and the other is the existing element of competition.

Q. And there is no advice given by C.A.B. as to what card rate is to be charged by a particular group of the stations?—A. Absolutely none, sir.

Mr. FLEMING: It would not be lawful to do it.

The WITNESS: I am not sure whether or not it would be lawful to do it but it is something which we have never felt it was our responsibility to engage in.

By Mr. Langlois:

Q. In the last sentence of paragraph 9 you stated that the Canadian Broadcasting Corporation operation is in a privileged position, being a tax free operation. But did it occur to you that after all a publicly owned body, the C.B.C., is expected to cover areas which might not be covered by other stations, and also the fact that a publicly owned body would be called upon to maintain higher standards. I do not want to offend any private operator who is here today?—A. It might be fair to say so; but not accurate. The C.B.C. transmitters are, with one or two exceptions, located in major centres of population, whereas it is the privately owned stations who are serving almost exclusively the more remote and outlying areas.

Q. What about the standards of service?—A. I think that the standards of service are frequently a matter of choice or opinion, and that what you might regard as bad programming, I might think was good, or vice versa. But generally speaking, those stations which are subsidized should be able to maintain a higher standard of service. I conceive that as part of the reason for the subsidy.

The CHAIRMAN: Are there any further questions with respect to paragraph 9?

By Mr. Hansell:

Q. As to part 1 of your recent answer, would you conclude then that if there were no C.B.C. stations in this area, it would be covered by privately owned stations just the same?—A. They are in fact covered, sir, by privately owned stations which serve such places as Fort Francis, Kenora, Flin Flon, Moose Jaw, Kamloops, Truro, Grand Prairie, Alberta, Dawson Creek, and a dozen or more isolated areas.

Q. Does the directional antennae have anything to do with that?—A. No.

The CHAIRMAN: Mr. Murray?

By Mr. Murray:

Q. Do you not think they work together in some of these remote areas? The C.B.C. co-operates with the private stations. The private stations do very good work but in the Cariboo country, for instance, there is a very lengthly line of telegraph wire which has to be extended from Ashcroft 500 miles north to take care of reception in that area. It has to be extended another 500 miles west to Prince Rupert to take care of that remote area.—A. I think Prince Rupert station is operated, although not owned, by the C.B.C. Most isolated stations do not have and cannot get network service. One exception I can think of is paying a certain fee for line charges.

Q. I am thinking of the physical set-up of installing those booster stations which are necessary at some of the smaller centres in order to get the signal in? —A. The booster station is an entirely different proposition. It is a relay operation from a master transmitter.

Q. It is paid for by the C.B.C., apparently?—A. Oh, yes, from public tax monies.

Mr. FULTON: I do not wish to enter into the controversy because I am not sure enough of my grounds. However, may I suggest that in giving your answer you mentioned Kamloops, and Kamloops does carry C.B.C. network programs. What I want to avoid is your leaving an answer that you would not like to leave categorically on the record?

The WITNESS: Some of these more isolated stations do have network service.

Mr. MURRAY: Do you not think it could be worked out in a very friendly way if the C.B.C. network were extended to the Dawson Creek station and also the Grand Prairie station. Those are remote towns in the north serving a very wide area and they are privately owned stations of course. They are

rendering a very valuable service, but if they could also carry the trans-Canada service of the C.B.C. it would make the situation very much more desirable for those newer areas of the country.

Mr. GAUTHIER (*Portneuf*): That is what the report says.

The CHAIRMAN: Do you have any comment?

The WITNESS: That is a suggestion we are prepared to note with thanks and interest. I think perhaps the C.B.C. would share our feelings.

Mr. MURRAY: To be fair about it, the investment of the C.B.C. must be very extensive in that central part of British Columbia. Copper wires must be leased and so forth. There is one place in my riding where there is no radio reception at all—and I refer to the town of McBride. There is a very good reason why there is not radio reception there—it would cost a very large sum to string copper wire in there from either Edmonton or Prince George. The population is not very great but nevertheless they are people who have the right to radio reception with all the rest of the people in Canada. That situation is cleared up only at great cost in that territory by putting in these copper wires and booster stations as they are called. It applies to places like Vanderhoof, Smithers, Fort St. James—these outlying places which are just as important as the great centres of population in the scheme of Canadian citizenship.

The CHAIRMAN: If there are no further questions shall we pass on?

Mr. BALCER: I have a question.

The CHAIRMAN: Mr. Balcer?

By Mr. Balcer:

Q. I would like to have your opinion on this. Do you not think the position of the C.B.C. is a great factor in the improvement of your own programs? Would you admit that if you did not have this competition of the C.B.C. your programs would not be as good as they are now?—A. We are not, sir, complaining of competition. We are complaining of subsidized competition which is also regulatory.

Q. The subsidized competition, in the C.B.C., enables us to have programs with fewer commercials and fewer announcements than in the case of privately owned stations not subsidized. However, do you not think that the fact that the C.B.C. can afford to improve its programs brings the whole of the radio system in Canada to a higher level than it is in the United States, for instance? —A. I am a believer that competition does improve the standard of programming as it improves anything else. What I would like to make clear is that we do not complain of competition; we merely complain of a very specific situation in which the subsidized competitor is also the regulatory authority.

The CHAIRMAN: Paragraph 10, "C.B.C. Controlled."

The WITNESS:

Appropriate sections of the Radio and Broadcasting Acts clearly demonstrate that the Canadian Broadcasting Corporation is under complete control of the executive arm. The executive arm controls appointments to the C.B.C.'s Board of Governors, its funds, financing, loans, and grants, appointment of its General Manager, and these are key activities.

We are tying this in actually with paragraph 8—no, I am sorry paragraph number 9—to point out the degree and incidence of control.

This lack of adequate insulation from domination and control by the executive arm of Government has no provision for preventing some future executive from fully exercising that power in any manner.

By Mr. Fleming:

Q. Mr. Allard, can you offer some suggestions for achieving the object that you indicate here—that is to insulate the Canadian Broadcasting Corporation from domination and control of the executive branch of government?—A. There

would be, sir, several possible devices. Our basic suggestion is the creation of a separate regulatory body very similar to the Board of Transport Commissioners, with jurisdiction in the broadcasting field. There might be other suggestions within the framework of the existing system but those we have not studied too closely, preferring to rest our case on the separate regulatory body.

Q. Do you want to enlarge on that at all? I suppose it is obvious if there is a regulatory body that its members will be appointed by the government under the legislation of parliament?—A. Oh, yes.

Q. Quite similarly, the board of governors of the C.B.C., probably a smaller board than at present, as Dr. Surveyer contemplates it, would still be appointed by the government. Have you anything specific to suggest to achieve the desired insulation of the C.B.C. from domination and control of the government as distinct from parliament?—A. Yes, I think that in the first place the appointment of a board as a separate regulatory body would not be part of the governing mechanism of the C.B.C. There would be one step of removal in the event—the purely hypothetical event—that someone wished to use the facilities of C.B.C. for purposes which might not be in the general public interest. There would be a further step and check or balance to go through.

Secondly, the board—the separate regulatory body—might follow the methods used presently in connection with the appointment of the Board of Transport Commissioners which does give in effect a reasonable degree at least of independence. I do not think you can strive for perfection. We did at one time suggest that the members of this board might be appointed in the same manner as the Auditor General but we were told that suggestion was impractical. We are just simple laymen and there may be a good many reasons why it is impractical. Even if the present method followed in the case of the Board of Transport Commissioners were followed we think it would be an adequate safeguard.

Q. Have you any specific recommendations to make (a) as to the number of members of the board of governors of the C.B.C. and (b) as to their term of office?—A. The board of governors as presently constituted?

Q. Yes.—A. I think that the number of members of the board of governors is something which should be determined largely by the need for geographical representation; as long as it is large enough to insure that all sections of the country are reasonably well represented that would take care of the number. As far as the term of office is concerned, I think that is relatively unimportant and that it would relate directly to the board's activities, I do not think it makes very much difference.

Q. I take it, just to continue on that, that if a regulatory body were set up along the lines recommended you would contemplate a term of office comparable to the tenure of the chairman of the Board of Transport Commissioners and a shorter term for the remaining members of the board of governors of the C.B.C., probably comparable with the terms of government appointed directors of the Canadian National Railways?—A. Yes.

Q. And if the present system is to continue the C.B.C. not only operating its own broadcasting stations but regulating all forms of broadcasting in Canada, in such a case have you any recommendations to make as to the term of office of members of the board of governors?—A. No.

Mr. LANGLOIS: Is the witness suggesting, Mr. Chairman, that if we change the method of appointment of the board of governors we are likely to get a better qualified type of men to serve? Is that the suggestion?

The WITNESS: That is not the suggestion at all, sir.

The CHAIRMAN: Now, if there are no further questions on this paragraph we will pass on to section 2 of the Massey report.

The WITNESS: I should like to point out the comments respecting privately owned stations made in certain sections of the Massey report which are as follows:

From page 26—"Experience proved, however, that these stations (the privately owned stations) could perform important services as part of the national system of broadcasting. Their local advertising business, profitable to themselves, is useful to the business community. Their services to the public are indisputable..."

And from page 33—"In public sessions and in private communications people have spoken with gratitude of the work of local stations, especially those serving isolated areas". Footnote on page 412 'It would be invidious to refer to individual stations, since this commission has received some 400 letters from all parts of Canada paying tribute to the community work of local broadcasting stations'.

And from page 34—"Private stations contribute at the local level in a way that the C.B.C. can never hope to do, simply because the C.B.C. staff is not in on all the little things that vary from one community to another, but which each community nevertheless wants to hear about".

And from page 40—"Of the friendly services of the private stations to the public we have abundant evidence, and these services help to justify the continued existence of such stations in our national system".

And from page 281—"It soon appeared, however, that these pioneers in the field of radio broadcasting had made a place for themselves in their own communities and that they could perform important national services".

And from page 290—"It seems to us desirable that the licences of private stations should not be subject, even in theory, to the possibility of sudden and arbitrary cancellation".

And, later on:

And from page 288—"At the same time we recognize the important role of the private stations, both past and present, in Canadian broadcasting, and we consider it particularly desirable that persons engaged in an essential national service should have the full assurance of justice which is indeed the right of every Canadian citizen."

Since all members of the Massey commission thus recognized the valuable services rendered by the privately owned stations, their important place in the community and the high regard in which they are held, we find it impossible to understand why they failed to recognize the necessity for an independent regulatory body for broadcasting in Canada, which one member of the commission, Dr. Arthur Surveyer, referred to as 'a matter of elemental equity'.

The recommendations of the Massey commission, taken together, place in government hands a powerful group of government agencies with vastly increased expense, which include sound and television broadcasting, motion pictures and promotional services—a vast machine to control the thinking of the nation. (See appendix 'D').

In fact, it is obvious that the majority report of the Massey commission did not at any point come to grips with the essential nature and requirement of mass communications in their present forms; the essential requirement of greatest possible freedom from bureaucratic control of the media of mass communications in the successful operation of a modern democracy."

Mr. COLDWELL: I might just point out that it is difficult to follow this without reading either the preceding paragraph or the actual paragraph, because the Massey commission report expresses some opinions which modify the statements you have made here. For example, if you read the next few words (this is on page 26) you find, "The most important function

of private stations, however, is that they serve as a regular or occasional outlets for national programs". And then, as you follow these quotations, you will find that there are modifying sentences and modifying paragraphs which put a little different application on some of these statements on page 34.

By Mr. Fleming:

Q. I think it is fair to say conversely in some cases the context strengthens the statement. For instance, at the bottom of page 111, taken from page 290 of the report, paragraph 51, it follows along:

"It seems to us desirable that the licences of private stations should not be subject even in theory to the possibility of sudden and arbitrary cancellation. A longer term of these licences would be in the interests of good broadcasting. A licensee should feel that the licence confers a privilege which may be enjoyed for its full term by a law-abiding citizen."

Then follows a recommendation:

"That licences for private commercial radio broadcasting stations continue to be non-transferable and to confer no property right but that in future they be granted for a term of five years subject to cancellation for non-observance of clearly defined conditions."

I would like your comment about the proposal to extend the term from three to five years. You will remember the enlargement from one to three years was brought about I think as a result of a recommendation of this committee about four years ago, but what do you say about the recommendation to extend it to five years, and its contribution to good broadcasting?—A. I would say it would be a slight improvement and a slight step forward, and would have a slight effect on improving operations of stations. I should point out that reference is made to the privilege as to broadcasting and I say this with respect to the contrary opinion of the Massey commission, that broadcasting is a business. We enter into contracts with people to work for us, we have pension plans and medical plans for those people. If your licence is subject to arbitrary or short term cancellation you should put your staff on twenty-four hours' notice and not get involved with medical plans or invest fairly large sums of money in equipment with a high rate of depreciation and obsolescence. I believe five years is an improvement on three years, but it is our opinion that broadcasting stations, like all other forms of business, should operate on an equitable tenure, under the law.

Q. Would you elaborate on what you mean by equitable tenure? Secondly, would you tell the committee what has been the experience of private stations regarding cancellations within the period of licence for breach of conditions, and thirdly, what has been your experience with regard to renewal of licences within the term?—A. May I have the first question?

Q. The first one is asking if you would enlarge on your view as to what would be an ideal tenure? I would like you to enlarge on precisely what you mean.—A. I think the situation in broadcasting should be identical with that in land. I think when you are permitted to operate a broadcasting station your permission to operate it should be contingent on "good behaviour". In other words, as long as you operate within the law and do not violate the law you should be permitted to operate, and if you do violate the law that is a different proposition.

Q. What you are stating is you believe a station, once it receives a licence, should have a vested interest in that wave length unless they transgress the laws of treason or libel or some other regulation?—A. That is roughly it.

Q. To go back to the other two points: the experience of private stations, first with respect to cancellations during the term of the licence, and secondly your experience with reference to renewal of licences?—A. There has been

very little practical difficulty, very few cases on record of cancellation of licences. We do not know what the difficulties are since the recommendations are made by the C.B.C. to the minister and we never see them. I would suggest the fact there are relatively few may be due to the fact that privately-owned stations observe the regulations.

By Mr. Coldwell:

Q. How many cancellations have there been within the last several years?—A. This is something I have not the information on.

Q. Have there been any to your knowledge?—A. No substantial number.

Q. Have there been any?—A. I have been told the licence at Cobalt was cancelled, and I believe there was a certain situation in connection with Dawson Creek.

Q. What situation?—A. Violation of the regulations.

Q. There have been no cancellations made simply on the basis of a change by the C.B.C., or the taking over of stations without due notice? These cancellations have been for cause, have they?—A. I am not suggesting that for a moment. I am merely pointing out that private stations unquestionably have a substantial investment in their business and they are going to bend over backwards to obey the regulations.

Q. I understood you to say within a very short time licences may be cancelled and that may interfere with superannuation plans, pension plans and tenure of employment, but there have been no such instances on record.—A. I am not familiar with any others.

Q. So the feelings you have expressed have no basis in real facts?—A. The situation exists, you are taking a chance when you enter into contractual arrangements.

Mr. RICHARD: What about renewals?

The CHAIRMAN: We are suggesting, Mr. Richard, that the renewal of these licences should be conditional on terms which are part of the general law of the land and not regulations.

By Mr. Murray:

Q. The licence at Dawson Creek was cancelled?—A. I said the situation was rather obscure.

Q. The facts are the station had been launched at that time and probably through mismanagement or because of over-optimism the station became involved financially; isn't that a fact?—A. There was, I think, a transfer of the licence.

Q. The rules were not obeyed and a cancellation notice was given by the C.B.C.; but isn't it a fact that a man came in who invested a very large sum of money in that station and re-established it and made it a very effective station?—A. I think Dawson Creek is a very effective station.

Q. And quite profitable?—A. That I don't know.

Q. On that line I would like to know if it would not be very helpful to that station if the C.B.C. programs were conveyed from Grande Prairie or Edmonton?—A. I think I should point out today that I am representing the Canadian Association of Broadcasters.

Q. I doubt if their position is understood by this committee. They are on a fringe in a new settlement and they need the further co-operation of a coast-to-coast hook-up?—A. There are representatives of the C.B.C. here and I am sure they will note your suggestions with considerable interest.

By Mr. Stick:

Q. About this investment in private radio and setting up new stations, surely business men know what the regulations are and know what their investment is going to be and that it is subject to these regulations. If they did not think it was a good investment they wouldn't have invested?—A. There have been occasions when the regulations have been changed after they entered the business. Perhaps they entered in the hope the situation might improve a little.

Q. They invest their money in hope?—A That is frequently the case in all business—as in the case of the oil wells mentioned this morning.

By Mr. Fulton:

Q. Did you go as far as I understood you to go when you said you felt that the licence to broadcast should be in the same category as the right to use and enjoy land?—A. Yes.

Q. To carry it to its logical conclusion, you must bear in mind that ownership of land is not taken away simply because you abuse that ownership. An injunction is simply taken against you and you are not deprived of the land. Are you suggesting with respect to radio broadcasting licences the right to enjoyment and ownership of that licence should be as permanent as the right of ownership of land?—A. Since you correct me on this point, I had intended that the withdrawal or cancellation of the licence would be subject to additional factors—namely, the violation of written or understood law.

Q. I think I understand what you mean but I thought that there might be some confusion if your original answer was taken.

Mr. RICHARD: Is there any distinction between the cancellation of a radio licence and the cancellation of hotel licences in the province of Quebec?

The WITNESS: I am not familiar with the regulations that govern the granting or cancellation of hotel licences in the province of Quebec.

By Mr. Langlois:

Q. Do you suggest there should be regulations covering the duration of the licence of a privately-owned station in written law?—A. Not necessarily written law, but of the general law.

Mr. KNIGHT: I just want to register my opinion that I am not very much impressed by the extracts as such. I have learned by bitter experience that one cannot go by statements like this taken out of their context. I noticed in the first one, page 26, and a further one down on page 281, the word "however" is in there, and I suggest it must be predicated upon something. I did notice that Mr. Allard in reading the one on page 26 left out the word "however." I presume there was no significance in that, but may I ask we take a sample of one of these and have the context read? I am asking you if we may have one read, this one from which the extract on page 26 is taken?

The CHAIRMAN: Is that necessary? Copies of the Massey report have been distributed.

Mr. KNIGHT: In that case, Mr. Chairman, I will take the privilege of reading it for the record. I do not know what it is, but we shall see. It is at page 26 of the report on the Royal Commission on Arts, Letters and Sciences, paragraph 11:

In another important respect the recommendations of the Aird Report have not been followed. Private commercial stations continue to operate and have increased in number and in power notwithstanding the authority granted to the Board of Governors to take them over in the national interest. For some time after 1932, owners of private

stations assumed that their stations would be expropriated. Experience proved, however, that these stations could perform important services as part of the national system of broadcasting. Their local advertising business, profitable to themselves, is useful to the business community; their services to the public are indisputable; and they are a possible outlet for local talent which should be developed but which may not be suitable for network broadcasting.

My point is the extract submitted to us on page 11 of this report does not in any way convey, without the original context, the true meaning of the paragraph.

Mr. FULTON: The original context strengthens it.

Mr. KNIGHT: That, of course, is a matter of opinion.

Mr. MURRAY: It does.

The WITNESS: In any event, it is well known that the Massey Commission sets out several things about privately-owned stations which we consider unkind. That is a matter of opinion, but I am merely pointing out in these extracts that had the Massey Commission said nothing favourable about privately-owned stations we might have had no grounds to quarrel with its conclusion. The mere fact that they have gone out of their way to pay tribute to the privately-owned stations indicates in our view there is a hole in their case in not going along with Dr. Surveyer.

Mr. FLEMING: There is one point in dealing with the experience of privately-owned stations in regard to security of tenure. I thought you might have been expected to mention the experience of these stations on the wavelengths that were taken over by the C.B.C. in 1946.

The WITNESS: That was referred to this morning.

By Mr. Henry:

Q. Can you tell us whether at Cobalt the cancellation of the licence was for financial loss on the part of the owner of the licence?—A. I cannot tell you that, I do not know.

Q. Are you suggesting there was a financial loss at Dawson Creek and because of that the licence was cancelled?—A. In the case of Dawson Creek there must have been some considerations of regulation.

Q. These licences were renewed in another name?—A. In the case of Dawson Creek I know that to be the case.

Q. Is there a licensee now at Cobalt?—A. Not now.

Q. Do you suggest there should be no more regulation of a radio station than there should be in the case of a normal commercial business?—A. I say no more "control".

By Mr. Richard:

Q. Do you not realize that once you get a station in an area you have a monopoly in that area more or less and should be subject to regulations?—A. You do not have a monopoly. No business today is more competitive than broadcasting.

Q. You admit, though, you cannot have five stations in a small area.—A. You cannot have five newspapers in a small area. There are far more radio stations in Canada today than there are daily newspapers.

Q. You buy newspapers, but the air is free.—A. I would suggest, sir, that the air is not free, because you cannot use it or you cannot make any use of it whatever until you have put up your equipment, hired your staff and started into business.

Q. Oh, no, the radio receiver is the individual's own set and he has a right to use it as he wishes, and if he has to listen to one station because only one station can operate in an area, that station should be regulated.—A. There are practically no listeners in Canada who cannot get more than two stations, and in the more crowded areas you can get more than two dozen.

By Mr. Coldwell:

Q. The point is that you do not recognize that broadcasting is a public service which should be under the control of the elected representatives of the people in some way. That is the whole point, I think.—A. No, sir. In the first place, broadcasting is a public service because any industry, to survive, must be a public service. I am admitting that broadcasting, like all other forms of business, should be under the control of the elected representatives of the people.

Mr. MUTCH: But you see no difference in that as compared with any other form of business.

The WITNESS: No sir; particularly publishing.

By Mr. Coldwell:

Q. You regard broadcasting as a business; many of us regard it as the Act does, a public utility and that it should be responsible to parliament. I think that is a difference.—A. I think newspapers are also a public service.

Q. Well, I think there can be an argument there.

The CHAIRMAN: May we pass on to Section B, Rights of Appeal.

The WITNESS: Mr. Chairman, we could omit this section, since it is covered again in our suggestions on the proposed amendment to the bill. It would save a little time.

Agreed.

The CHAIRMAN: C. The Minority Report.

The WITNESS: In this we quote what actually is a key argument in favour of the regulatory body. We say here:

The minority report filed by Dr. Arthur Surveyer came to grips with the fundamental and basic problem of preserving freedom of information in new forms of mass communications. The sound arguments and the impelling reasons for a separate regulatory body given in the minority report are nowhere gainsayed in the majority report. On page 395, Dr. Surveyer says:

"Ever since the writing of the American Constitution, it has been recognized that no single body could be entrusted with legislative, judicial and executive functions. Yet this is what the governors of the corporation have to do. They have drawn up a set of regulations (some of which they ignore such as that against broadcasting news already published by a newspaper); they act as judges and decide upon pecuniary disagreements between members of their own staff and the private broadcasters; they are charged with the administration of the budgets of the Canadian Broadcasting Corporation, the international service (and of television in the near future) involving yearly expenditures which threaten to reach \$20,000,000 within the next two or three years. The Canadian Broadcasting Corporation, freed from its legislative and judicial functions, could concentrate on the operation of its broadcasting stations and on its three networks and of the production of better and more varied programmes for radio as well as for television in accordance with suggestions made by the new Control Board."

Later, on page 398, Mr. Surveyer makes this comment:

"The tasks ahead are so important, varied and conflicting that they could not be successfully carried out by a single body."

The CHAIRMAN: Any questions?

Mr. STICK: You could have a thousand on that one.

Mr. DINSDALE: I think perhaps a very important point was mentioned by Mr. Allard this morning. It was drawn to our attention when Mr. Knight read the paragraph this afternoon. It is, quoting from the Massey Commission report on page 26:

"In another important respect the recommendations of the Aird Report have not been followed. Private commercial stations continue to operate and have increased in number and in power notwithstanding the authority granted to the Board of Governors to take them over in the national interest."

Well, it seems that the presence of the private station today is an unexpected development in the light of the Aird report, and it seems that the present method of controlling broadcasting in Canada is carried on on the basis of the Aird report, and perhaps that is where the difficulty arises, we have something we never expected to have to deal with.

The WITNESS: I think that is precisely the case, that the present broadcasting Act makes a good deal of sense if viewed in the perspective in which it was written, that there would be no privately owned stations, but the Broadcasting Act is anomalous because there are privately owned stations, a situation which the Act did not visualize. It is there, I think, that the inconsistencies began to arise and continue to exist.

By Mr. Fleming:

Q. A general question on that point, Mr. Allard. What is the view of your association with reference to the specific recommendation of Dr. Surveyer as to the method of control and the form of the regulatory body?—A. I would say that, generally speaking, we are in agreement with it. We have certain reservations, in that Dr. Surveyer used the word "control", whereas we do not believe there should be control but, rather, there should be regulation, which is a different thing. The railways, for instance, have regulation but not controls. It is obviously necessary that there should be regulation when you are dealing with the necessity to police the channels and keep order in the airwaves. Obviously there will always be that need for regulation in broadcasting, but by "controls" we mean those controls which specifically amount to censorship of program content, and we do not believe a regulatory body should have that censorship power.

Q. Apart from that exception, may we take it, then, that the recommendation of Dr. Surveyer in his minority report does bear the endorsement of your association?—A. Yes, with that important caveat.

By Mr. Stick:

Q. Would you say the controls you referred to a moment ago are equivalent to a form of censorship, in your opinion?—A. Controls over any form of publicity can only amount to censorship.

Q. It is censorship in your opinion?—A. Yes.

By Mr. Coldwell:

Q. In the minority report there is a good deal of criticism of the programs being broadcast by the C.B.C. and by private stations, and the writer contemplates that a regulatory body's duties should be to see to it that the programs are not geared to immature and adolescent minds, but are geared to maturing

minds of the listeners. In other words, he has an entirely different conception to the conception of merely regulating in the sense that his report is being used before this committee at the present time. He is critical of the C.B.C. and the private stations because of their advertising programs in appealing to what he considers to be, in his own statement, an immature section of the population. I would not go along with him in all that. The conception he has is not the kind of conception of regulatory body we are discussing here.—A. I was careful to file that caveat in answer to a previous question. In substance, we agree with his report, but we do not agree with him that there should be "controls".

Mr. Mutch: That amounts to censorship?

The Witness: Exactly.

By Mr. Coldwell:

Q. His regulatory body would have far more power than the C.B.C. governors have at the present time. You have only to read pages 397 and 398 to realize the extent to which he advocates it. He quotes from several books regarding the manner in which radio programs in the United States are geared to what he calls adolescent minds and they prevent the maturing that should come to those who listen to radio broadcasts. Here is what he says on this:

The excerpts and quotations given above reveal what heavy responsibilities will be placed on the shoulders of the members of the independent regulating body charged with the task of not only arbitrating on the disagreements between the Canadian Broadcasting Corporation and the private broadcasters, but also with the more difficult mission of planning an adequate and well-balanced schedule of radio and television programmes for Canada. It is obvious that the group of men who will have this double responsibility should not be charged with this other double duty of operating the Canadian Broadcasting Corporation networks and of producing the programmes suggested by the new Control Board.

It is very, very much more.—A. Yes.

Q. Very very much more.—A. We did point out that we could not be in agreement with those particular parts of Dr. Surveyor's suggestions. I am not sure that I subscribe to the view that the Canadian people have adolescent minds.

Q. And neither do I.—A. And I do not say that I agree with the view that the mind which prefers Strauss is less mature than the mind which prefers Beethoven.

Mr. Mutch: Or Bing Crosby?

The Witness: Or Bing Crosby.

By Mr. Langlois:

Q. I took it when listening to Mr. Allard a few minutes ago that the association was opposed to regulations and wants to be covered only by the law of the land. How can we have a regulating body without having regulations?—A. Oh, there is a difference between controls and regulations. As I appointed out, there obviously, will always be the need in radio for regulations, since the creation of electrical disturbances will have to be policed. We have no quarrel with the view that regulations as such are necessary. But I referred to the framework of law; I referred to the essence of "control." We do not believe that controls should be imposed upon any form of publication. So far as radio is concerned, we agree with the view that there must be regulation, but that is an entirely different view from "control"—with regard to the control of programming content.

Q. Do you want to have a restricted regulating body?—A. We want a body which is in effect a regulating body, not a "control" body. Newspapers are regulated, I daresay, as to where they may or may not put up their buildings, and as to the hours at which they can sell their papers on the street, and with respect to the fact that their trucks must carry licenses. Those are regulations, and they appear to be quite proper regulations. In radio, similar "regulations" will always exist, but we think that the body which exercises them should be an independent body, and not one which is connected with another broadcasting system.

By Mr. Henry:

Q. Would you want to have control of the number of outlets?—A. In practice it would have control of the number of outlets by means of its licensing grants; but that is not a practical problem because there are more channels available than can be used.

Q. Did you insist on a control of the number of outlets, would that constitute a distinction between radio and newspapers?—A. No. There are far more radio stations than there are newspapers, far more.

Q. But thereby do you not enforce your views on the public, more so than would the newspapers?—A. You would have difficulty buying a newspaper, unless you had available a substantial amount of capital. You might also, I presume, buy a radio station, and if you are properly qualified, you can apply for transfer to you of the majority shares.

Q. But are you not enforcing your product on the public via the air?—A. Nobody is forced to listen; nobody is forced to buy a radio receiver; and I suggest that we may have overlooked the fact that 94.6 per cent of Canadian homes have, in fact, bought radio receivers is an indication of the fact that they seem to enjoy the programs. But there is no compulsion upon them to listen to those programs. They may care to listen to no program at all, or to a part of a program, or to all of a program. I suppose there are people who do not listen to any programs at all.

Mr. MUTCH: That is right!

Mr. FLEMING: On page 28, point no. 1, Mr. Henry asked you about the number of outlets.

The WITNESS: Are you referring to page 28 of the Massey report?

Mr. FLEMING: No, no, to page 28 of this brief.

Mr. LANGLOIS: What type of regulating body would you suggest, in fact?

The WITNESS: We are not married to any specific type of regulatory body because there are so many forms in which it might be arranged. You might have a licensing body, as you now have in the Department of Transport; but we would prefer to see the licensing remain there and have the regulatory body do the actual policing of the use of the channels; or you might have a separate regulatory body which would also take care of the licensing end of it.

Mr. STICK: How can you have regulations without control?

Mr. MUTCH: Without regulations, how could you control?

Mr. STICK: Of course. Without regulations you could not have any control over them.

The WITNESS: You must have some punitive powers in order to enforce regulations; but the difference between regulation and "control" is the difference between policing the channels, which is indispensable, because there must be a regulation which requires you to operate technically in a certain channel so that you will not interfere with the electrical emanations of others. But "controls", as we use the word, is a form of rule applied by an administrative body to the program content of the publication itself. Newspapers are regulated, and if a newspaper violates certain things, it may be fined; but not "controlled".

Mr. STICK: You would agree then to limited controls ?

The WITNESS: We prefer to call them regulations.

Mr. STICK: Well, I call them limited controls.

The WITNESS: I am prepared to accept the phrase, if we are thinking along the same general lines, as I believe we are.

By Mr. Fulton:

Q. Might I ask Mr. Allard if I am correct in my understanding of what he has said, that there should be no regulation of the program content, or am I going to far when I say that?—A. No. I think that is essentially correct.

Q. Let me say again that I understand you clearly. And would you object in the same way? Is your position with respect to any regulation of program content the same as now, the same as that which you held previously with reference to newspapers, namely that within the limits of the laws of libel, and within the limits of the criminal code as to obscenity, they are free to publish what they choose?—A. Yes.

Q. Is it your view that radio programs should be subject to any limitation greater than that, or are you prepared to accept any limitation, or a kind of limitation which goes into the program content, provided that it be enacted by a general law of the land and not by means of a regulation applied through a medium of control?—A. If the modifying factor is applied by general law and becomes a general law of the land, we would be prepared to accept it. But short of that, we hold to the view that there should be no control other than that which already exists in the case of printed publications, including one which has not been mentioned, the greatest one of all, and that is the impact of public acceptance.

Q. You say, generally speaking, that your view is that the program content, that which a radio station is free to publish over the air, should be in conformity with regulations such as those which have to do with the content of newspapers?—A. Yes, and I suggest that they should be enacted by the representatives of the people of Canada in the form of law, and I say that the greatest factor of them all is that of public acceptance.

By Mr. Knight:

Q. With respect to this matter of the control of program content, I think Mr. Murray said that no one is forced to listen to the radio, and that if he does not like a program, he can turn it off. But I suggest that that does not apply to people of immature judgment, such as young people particularly and children, because in fact, they are forced to listen to a program through the very fact, first of all, that the radio is on; and secondly, they listen through the mere fact that there is a radio. I do not think we can get away from that.

Another thing I want to ask you about, Mr. Allard, is a question which might be considered an academic one, I admit, but one which was very satisfactorily answered by the head of the Canadian Broadcasting Corporation when I asked it of him a year or two ago.

Does your organization, Mr. Allard, accept any responsibility, as radio operators, to educate? I hate to use that term, but I have to do so for want of a better one. Do you accept any responsibility in the way of promoting culture, or is it simply a matter of business? Is it simply the responsibility of radio to provide programs which the public wants, and for which it is prepared to pay its money?—A. Well, I think you have asked me two questions.

In reply to the first one, I think it is a matter for parental control. And I can assure you that in my household my children do not listen to the radio, or read anything which I do not particularly want them to. I do not think that is a very great problem.

Mr. FLEMING: What do they do when you are out?

The WITNESS: I would suppose that the general rules which I lay down are observed in my absence.

Mr. MUTCH: Just like the broadcasting corporation.

Mr. COLDWELL: Or the regulations.

The WITNESS: Perhaps I speak with over-confidence.

Mr. MUTCH: If you can patent that system, Mr. Allard, you can make a fortune out of it. I tried it myself, and I even tried putting the radio tubes in my overcoat pocket.

The WITNESS: I think that the privately owned stations have done a pretty fair job in the educational field. I think they accept fully their responsibility in that field and are prepared to discharge it to the best of their ability.

Mr. KNIGHT: You mean, that in your opinion, they have a responsibility in that field?

The WITNESS: I think everyone has a responsibility.

Mr. KNIGHT: And it is not merely a matter of dollars and cents, I mean in the matter of servicing in the direction to which I referred.

The WITNESS: There is not necessarily a conflict.

Mr. KNIGHT: You say there is no conflict?

The WITNESS: I said there is not necessarily a conflict.

By Mr. Fleming:

Q. I was going to ask Mr. Allard about this subject: you will think I am facetious, I suppose, if I ask you whether, in your household, you allow these murder and crime programs to be listened to?—A. That depends entirely on what the program is.

Q. I suppose you do not know that until you hear it—in any particular case?—A. You have a pretty fair idea.

Q. I raised this question with Mr. Dunton the other day when we were on the broader question of content of programs, and I had expressed the view that there is not enough care taken with these murder and crime programs. I am very definitely of that opinion. He said that he thought there were more programs of that type on the private stations than on the C.B.C. I then raised the question of whether that was not a case for the exercise by the C.B.C. of its powers of regulation over the content of broadcasting.

I hear the division bell ringing but when we come back again I would like to get from you a specific comment on that. Programs are not like moving pictures where they can be labelled "for adult entertainment only". Children hear them whether their parents are there or not.

Mr. MUTCH: Before you adjourn, I rise on a question of privilege. I refer to page 58, line 19, Volume No. 3 of the committee reports where, by leaving out certain words and by the substitution of one word which I did not use, I am made to say something which I did not say. I can get into enough trouble by myself. I say this with apologies to Mr. Fulton because the words left out were words directed to him in the heat of conversation and which were left out of the record. I directed the remark to him and it was:

I am one of those people who realize, and you—indicating Mr. Fulton at the time that I was speaking—practice the theory, that it is not too difficult to get in the headlines if you say something sensational whether it is responsible or not.

Now, that is the end of what I said. In commenting on this I want to say that the reference to Mr. Fulton was omitted and I am made to assert that I make irresponsible statements.

Some Hon. MEMBERS: Oh, oh.

The CHAIRMAN: Order.

Mr. MUTCH: The word "as" was interjected, linking up two unrelated statements—the first part of the statement referred to a point I had made before.

The CHAIRMAN: Is it agreed that we shall meet again tomorrow at 3.30?

Mr. FLEMING: Why not tomorrow morning? We may not be able to finish with the C.A.B. How about 9.30 to 11.00?

Some Hon. MEMBERS: No.

Mr. FULTON: If we are to adjourn now may I say, on a point of privilege regarding the matter raised by Mr. Mutch, that the reason I made no comment on the statement which he made at the time—and which I perfectly understood—was that I appreciated when making it he was practising a theory with which he proved to have intimate knowledge and that the statement was entirely without accuracy.

The meeting adjourned.

R
e
Co
R
CAIXC7
Fifth Session—Twenty-first Parliament

1951

(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

WEDNESDAY, NOVEMBER 28, 1951

WITNESSES:

- A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation.
Mr. T. J. Allard, General Manager of The Canadian Association of Broadcasters.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

MINUTES OF PROCEEDINGS

WEDNESDAY, November 28, 1951.

The Special Committee on Radio Broadcasting held its seventh meeting at 3:30 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Balcer, Boisvert, Coldwell, Cote (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Gauthier (*Portneuf*), Hansell, Henry, Knight, Langlois (*Gaspe*), MacLean (*Queens, P.E.I.*), McWilliam, Murray (*Cariboo*), Mutch, Robinson, Smith (*Moose Mountain*), Stick. (19).

In attendance: From the Canadian Association of Broadcasters: Messrs. T. J. Allard, Malcolm Neill, Joseph Sedgwick, Harry Sedgwick, Roberge, Lalonde, George Chandler, Rogers, Speers, Love and Evans.

From the Canadian Broadcasting Corporation: Messrs. Dunton, Manson, Ouimet, Bramah, Dilworth, Palmer, Young, Richardson, Keddy and Halbert.

The Committee continued its study of the C.A.B. brief.

Mr. Allard's examination was resumed. He was assisted by Messrs. Malcolm, Neill, Harry Sedgwick, Phil. Lalonde.

On motion of Mr. Hansell,

Ordered,—That the submission of The Canadian Association of Broadcasters, including appendices, be printed as an appendix to this day's evidence. (See Appendix I).

The Vice-Chairman, Mr. Cote, presided in the brief absence of the Chairman.

Mr. Allard was retired.

At 5:00 o'clock, the division bells having rung, and after a brief discussion, the Committee adjourned at 5:05 o'clock p.m., until Thursday, November 29th at 3:30 o'clock p.m., to hear Messrs. Joseph Sedgwick and Guy Roberge.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

NOVEMBER 28, 1951.
3:30 p.m.

The CHAIRMAN: Gentlemen, I see a quorum.

Yesterday I believe we reached "D" matter of Principle, on page 14 of the brief. Might I make a suggestion? We used two meetings yesterday in a discussion of some general principles and you will note that we are now approaching a number of matters of a more specific nature, and I was wondering if we could not be as brief as possible with the remainder of the brief up to about page 18, and proceed as quickly as possible to the more specific matters in the brief. If that is agreeable I will ask Mr. Allard to continue from the centre of page 14.

Mr. HANSELL: Mr. Chairman, before Mr. Allard continues may I ask as a point of order perhaps whether this entire brief will be printed in the printed reports? Because what we have had up to now is largely comments by Mr. Allard on these various sections; is it intended to put the brief in there as well?

The CHAIRMAN: That is a matter which is entirely in the hands of the committee, Mr. Hansell. I understand that it has been the practice in the past to print such material as an appendix.

Mr. HANSELL: It does not matter to me, but if the brief is not printed, a good deal of Mr. Allard's comments would not be reasonably understood.

The CHAIRMAN: Yes. Would you care to make a motion to that effect, Mr. Hansell?

Mr. COLDWELL: Is that necessary? It is usually done.

The CHAIRMAN: I understand from the clerk that we should have a motion.

Mr. MUTCH: Does the motion not include the appendices?

The CHAIRMAN: Pardon me?

Mr. MUTCH: Does not the motion include the printing of the various appendices in this brief? Is the idea to print the whole 250 pages?

The CHAIRMAN: Is that your wish, Mr. Hansell?

Mr. HANSELL: I thought that I should say something about it. The only print is that these reports are delivered to and read by interested people and we want them to get the entire report, otherwise it might be misconstrued or misunderstood. It appears as though it is quite a bulky document in its entirety, but I think it should be printed, in all fairness.

Mr. MURRAY: Do you not think if copies were filed in the public library and in the library of parliament and made available to the public, and so forth, that that would meet the purpose?

The CHAIRMAN: I think you would find, Mr. Murray, that it would be much more convenient perhaps, as Mr. Hansell has pointed out, if it is actually printed?

Mr. MURRAY: What would be the cost of printing? It would run into a rather substantial amount, would it not?

Mr. COLDWELL: Was the C.B.C. presentation also printed? If we print the one we should print the others.

The CHAIRMAN: That presentation I think, Mr. Coldwell, was not in a form for printing; it was an entirely verbal presentation.

Mr. MURRAY: I think it is a very valuable report. If there are no other copies available—to print it would cost at least \$5,000 for 1,000 copies.

The CHAIRMAN: No. I might point out, Mr. Murray, that although the brief appears to be bulky it is double spaced and I do not think it would be too substantial in our printed form.

Mr. LANGLOIS: Was there a motion to print the brief, Mr. Chairman?

The CHAIRMAN: Yes.

Mr. LANGLOIS: I will be pleased to second the motion.

The CHAIRMAN: It is moved by Mr. Hansell that the brief of the Canadian Association of Broadcasters with appendices be printed as an appendix to this day's evidence.

Carried.

Mr. HANSELL: That would include yesterday's committee hearing too?

The CHAIRMAN: Yes, it will include the whole proceedings.

Now, Mr. Allard, would you proceed?

Mr. T. J. Allard, General Manager, The Canadian Association of Broadcasters, recalled:

The WITNESS: Thank you, Mr. Chairman. I think that I can summarize briefly most of the points that appear on the pages following page 14. Actually the key I think to our case is set out in the first paragraph in the middle of page 14 where we say:

Arguments for or against a separate regulatory body and for freedom of broadcast publishers to operate within the framework of the general law of the land, have all too frequently been based on the strengths or weaknesses, the assets or the liabilities, of either the C.B.C. or the privately owned stations. We suggest that this is an entirely different subject.

Following that and within that frame-work we review points that were discussed, I think, actually in some detail yesterday; but we merely point out as we had previously pointed out in the discussions the day before that there is no evidence to support the old claim that broadcasting is "public domain"; that its usage is somewhat loose on the part of most Canadians, more particularly as it applies in the field of radio broadcasting; and that while the number of newspapers is remaining relatively constant the number of broadcasting stations has been and is constantly increasing.

Then, we go on to page 16 to comment on a subject which is of some importance to us. Starting in the middle of page 16 we make this comment:

It is an indisputable geographical fact, and one not created by broadcasters, that Canada is immediately adjacent to the United States. It is equally true that the United States, being a more populous and wealthier country than our own, can create and support more expensive and, in some cases, more attractive programmes. These facts constantly make Canadian broadcasting difficult for both the private operators and the Canadian Broadcasting Corporation. Both are compelled to live with the reality that the majority of Canadians can hear United States stations and that even to this day reasonably substantial segments of them listen occasionally or regularly to United States broadcasts.

The Canadian Broadcasting Corporation has not been able to ignore this reality a fact which was recognized by Dr. Arthur Surveyer who on page 385 of the Massey commission report, says this:—

The creation of an independent regulatory body was opposed by the voluntary Associations which do not realize all the implications of the Broadcasting Act, but fear that any change in the status quo might reduce the number or lower the quality of the Canadian Broadcasting Corporation's programs in which they are particularly interested. These voluntary associations also fear American programs and their advertising, *not realizing that the Canadian Broadcasting Corporation is the sole importer, practically, of American programs which are brought into Canada over land lines rented from the telegraph companies.*

The next paragraph is our own rewrite of Dr. Surveyer's comments, and then we make this suggestion in the third and fourth paragraphs:

In this connection, we should like to point out that, as far as we can ascertain existing legislation does not require that members of the C.B.C.'s board of governors or the directors of privately owned stations should be Canadian citizens. With deference, we suggest that amendments to appropriate legislation might be made which would require that members of the C.B.C. board of governors and the directors of privately owned stations must be Canadian citizens by birth or naturalization.

Mr. KNIGHT: Hear, hear.

The WITNESS: So far as we know that is the existing fact.

Mr. MUTCH: Would you care to elaborate on that, Mr. Allard, and give us some reason for a suggestion like that?

The CHAIRMAN: I wonder if we could allow Mr. Allard to continue and we will come back to questioning later on?

Mr. MUTCH: O.K.

The WITNESS: Then, we go on to say:

There have been advanced the twin arguments that a separate regulatory body would either weaken the Canadian Broadcasting Corporation or merely duplicate existing forms of regulation. Both these arguments have, of course, ignored the importance of broadcasting as a medium of mass communication and failed to take into consideration the paramount nature of the public interest rather than the interests of either the privately owned broadcasters or the government agency which is competitor with and regulator of these stations.

And then, before we leave that point of a separate regulatory body, there is at the bottom of page 17 and the top of page 18 Dr. Surveyer's argument against the belief that such a body would weaken the position of the Canadian Broadcasting Corporation or be a duplication. And that, Mr. Chairman, is all the comment I would like to make down to the point where you see the heading "television" on page 18.

The CHAIRMAN: Are there any question on that part of it?

Mr. COLDWELL: Of course, Mr. Allard, your quotation from Dr. Surveyer on page 398 of the report of the commission is related to the excerpt which you have indicated on page 18. There is this reference not in your quotation: "The opinions of Messrs. Overstreet and Seldes quoted above and the arguments developed in the preceding paragraphs indicate that the tasks ahead are so important, varied, and conflicting that they could not be successfully carried out by a single body.". The opinions of Messrs. Overstreet and Seldes are not quoted in connection with this paragraph, and if they were quoted they would put a rather different construction on the Doctor's recommendation; meaning that a regulatory body would have much wider powers than either you may

contemplate, or would be contemplated in the bill. If you read there on page 398, and also part of page 397, the preceding page, you will realize that while this quotation is correct, leaving out the opinions expressed by Messrs. Overstreet and Seldes leaves a rather wrong impression.

The WITNESS: May I say, Mr. Coldwell, that I agree with your view. The reason that we did not quote Messrs. Seldes and Overstreet is that the quotation is very extensive; but I agree with your view that taken in context, the basis of Dr. Surveyer's recommendation is a body which would have wider powers than the C.B.C. have had in the past.

Mr. COLDWELL: That is right.

The WITNESS: This point was referred to yesterday, and in reply to a question I said that we did not wholly go along with Dr. Surveyer's recommendation, merely the form and the substance of it, but without the wide powers that perhaps are assigned to it.

Mr. COLDWELL: Yes. The pith of Dr. Surveyer's recommendation is exactly what you have neglected to put before the committee.

The WITNESS: I would say that we had done that.

Mr. COLDWELL: Just the substance.

The WITNESS: Certainly, I would like it understood that Dr. Surveyer is recommending a body with much wider powers than we think is wise in a democratic state.

Mr. COLDWELL: I will agree with you on that. I do not think the power he suggests should be conferred upon a regulatory body in any democratic state. On the other hand, I do not think it is wise to present his minority report as an argument in favour of what you are suggesting in these circumstances. However, that is up to you.

The WITNESS: Yes, that is right. We were doing that only in specific relation to the argument of duplication and of possible emasculation of the C.B.C.

The CHAIRMAN: Are there any further questions on this section? Mr. Mutch, I interrupted you a short time ago; I think you wanted to ask a question.

By Mr. Mutch:

Q. Mr. Allard has been urging that broadcasting be treated the same as any other business in Canada, and we do not restrict non-citizens from engaging in financial enterprises in this country or being directors of newspapers, newsprint suppliers, or any other business. I was just wondering why he was so emphatic in suggesting with respect to broadcasting by privately owned companies that the directors of privately owned companies in the broadcasting field should be Canadian born or naturalized?—A. You will find, sir, by reference to the Bank Act that a majority of the directors of any bank are required to be Canadian citizens; and the reason that we use the phrase, all directors, rather than a majority of the directors was that we feared that we might leave the implication that some of the directors of the privately owned stations now were not Canadian citizens. That is not the fact. We do not know of any reason why the directors of a privately owned station and members of the board of governors of the Canadian Broadcasting Corporation should not be required to be Canadian citizens. It is a mild limitation and one that may well be necessary in view of the circumstances. The reason that we suggest it at all is that the argument is presently being advanced that privately owned stations might fall under the domination of United States interests with this, that or the other end in view. There is, of course, little danger of that, but we thought that it might be wise once and for all to close that argument

against us by simply covering the point in that way. Later, we may suggest that the directors of a broadcasting station might be named in a register which would be open to inspection at all broadcasting station premises.

Q. Do you know if the United States at the present time has any discrimination against Canadian citizens becoming directors of a privately owned company?—A. Yes, that is a fact; an alien may not have majority control of a broadcasting station.

The CHAIRMAN: That is only applicable to a radio station, is it not?

The WITNESS: As far as I know.

By Mr. Knight:

Q. I was interested in your point, and I am not expressing any opinion; you did not state any reasons why the board of governors, the directors of a privately owned station or the C.B.C. should be Canadian citizens. I would like to hear your views on that.—A. The facts are simply this. Broadcasting, as we have pointed out, is publication. From time to time stations express opinions of other people and they broadcast news. It is our belief that the validity of what they broadcast in the way of opinions or information should be subject to the test of who is responsible for ownership. When I hear certain views expressed I think I should have the right to know who is saying them, what his name is; whether he is a Canadian or whether he is somebody else with perhaps other interests. To give you an example, one which is completely far fetched although perhaps not as far fetched as it might have been a year or so ago; there is nothing that we know of in the present law that would prevent a Russian communist from being the director of a broadcasting station; and, if that is so, the people who are listening to that station should know; so they may judge what is said in relation to who is saying it.

Q. And when you say that you are, of course, departing from your parallel with respect to newspapers; you would not have the organization of a radio station and the newspaper on the same level?—A. That is not wholly right.

Q. Then you would suggest to us that there should be the same regulation of ownership or direction with respect to newspapers as you suggest for radio stations, that directorships be restricted to Canadian citizens? Is that your inference?—A. Only to this extent, that the ownership of a newspaper is generally known because the names of the proprietors are carried on the masthead, they put that right in the newspaper.

Q. Then, would it not be well periodically to have the names of the directors of a station broadcast over the air so that we would know who owns the station?—A. I think there may be considerable merit in that or a similar suggestion.

By Mr. Murray:

Q. Does that apply to the Thompson dailies where the ownership is a large stock company or group? Do you think in that case the names should be published on the air?—A. The name is already available to the public at whatever point there is a station in the chain; for instance, at North Bay, Kirkland Lake, Timmins, wherever it may be.

Q. But take the case of a company where stock is sold, where it is a huge corporation and stocks is held generally, that corporation also owns a radio station or stations.—A. Well, Mr. Murray, in any company there is a controlling interest, and our reference here is to the directors.

Q. But the editor of the local paper would be in a position different from the owner of a chain of broadcasting stations held by a stock company, would he not?—A. As I understand it, I think the proprietor of a newspaper must assume responsibility for everything that appears in his columns.

Q. But in this case we have a large corporation.—A. That may be, but what we are interested in really is the ownership.

By Mr. Langlois:

Q. Have you any indication of Americans being interested in acquiring radio stations in Canada?—A. We have every indication to the reverse.

Q. To the reverse did you say?—A. To the reverse; yes, every indication.

By Mr. Knight:

Q. What about dispatches from outside points which appear in newspapers and also are heard on the air? I have in mind, for instance dispatches in regard to the affairs of the United Nations in New York; what about responsibility there?—A. That is a rather different case, both newspapers and radio stations carry material of that kind, but there is a difference, perhaps, between a situation like that and the one that I suggested.

By Mr. Fleming:

Q. Can you point to any particular instances where some influence other than a Canadian influence had been found by reason of the absence of any provision such as the one recommended in here should be adopted, that members of the board of governors of the C.B.C. and directors of privately owned stations must be Canadian citizens?—A. The very reason we made that suggestion was that we have every reason to believe that the C.B.C. board of governors and the directors of privately owned stations in Canada are all Canadians and as loyal and patriotic Canadians as you will find anywhere in the country. The suggestion has so frequently been made that there is some vague, under the counter desire in the hearts of the privately owned broadcasters to become more closely associated with the United States that we are sure that they will be no worse off if such a change were made, and the whole point of the argument is that that suggestion is wholly untrue and should be forever dispelled.

Q. Well, Mr. Allard, we have reviewed here in this committee more than once the suggestion that it was the desire or practice to bring in a larger volume of programs from the United States or to put it in another way, a higher American content and that that situation was largely due to the private stations. You say here on page 17:

It is apparently not generally realized that the bulk of the better-known United States programs are brought into this country by the Canadian Broadcasting Corporation.

Has there been any trend in that respect?—A. I do not think there has been a trend, no sir. We do not criticize the Canadian Broadcasting Corporation for doing what I think they had to do, and what I think they have quite properly done. The United States is close to Canada; it is a wealthy and a populous country and it can produce very good programs quite cheaply.

If the Canadian Broadcasting Corporation were not able to compete with them, and the privately owned stations were not able to compete with them, we would lose the bulk of our Canadian listeners to the United States stations. There are very few Canadians who cannot pick up one or more United States stations; and recent surveys will show you that in certain areas of Canada the people who listen to United States stations run as high as 45 per cent.

By Mr. Coldwell:

Q. Are any of your associate stations outlets for American broadcasting organizations, such as the Mutual, or the Columbia, or the American broadcasting company?—A. I do know that station CFRB in Toronto is an outlet for the Columbia Broadcasting System in the United States. I do have knowledge of that. But further than that I would have to have reference to my associates. I feel certain there are two or three other cases.

Q. And what about the Marconi station in Montreal?—A. The Marconi station is an outlet for the Mutual Broadcasting System.

Q. And what about the Marconi stations in Montreal?—A. The Marconi station in Montreal I am told is an outlet for the American Broadcasting Company, but by permission of the Canadian Broadcasting Corporation.

Q. Those are three large stations which are affiliated with outlets of American broadcasting companies.—A. Yes sir.

Q. There should be others.

Mr. FLEMING: Have any such private stations to your knowledge received complaints from the Canadian Broadcasting Corporation about carrying American programs to an unusually high content?

The WITNESS: Not to my personal knowledge, no sir.

Mr. LANGLOIS: The C.B.C. never complains.

The CHAIRMAN: Is that the end of the questioning?

By Mr. Fleming:

Q. I have a question concerning news. Have you any specific complaints to make about the news broadcasts by the C.B.C.?—A. I have no complaints to make whatsoever about the news broadcast by the C.B.C.

Q. What about the broadcasts by commentators on current events?—A. You ask if I am complaining about them?

Q. Yes.—A. No sir.

The CHAIRMAN: "Television"; Mr. Lalonde, would you like to go on with the subject of television?

The WITNESS: I have been handed a note which points out that stations C.J.B.C., C.B.L. and C.B.M. are also direct United States affiliates. To go on I quote, in connection with television, beginning on page 18:

"All the comments and suggestions we have made above equally apply to television, the newest extension and visual form of the broadcasting art."

And then beginning on page 19, we quote the remarks of Dr. Surveyer, the substance of which is given in the immediate following paragraph which reads as follows:

"The simple fact is that the introduction of television will unquestionably cripple and may destroy A.M. broadcasting as it now exists. Consequently, to refuse existing non-government A.M. operators permission to enter into television is simply an indirect way of expropriating their businesses or cancelling their licenses."

Then we point out that there are over-all applications for television licenses from private operators scattered throughout the country, and we say:

"We would, with respect, urge that this committee recommend equal opportunity to enter the television field for properly qualified citizen applicants."

The entry of such applicants into the television field would provide television in many areas other than Toronto and Montreal and at no cost to the taxpayers or the public treasury."

The CHAIRMAN: Are there any questions, gentlemen?

By Mr. Fleming:

Q. I take it that the delay which has occurred in the development of television in Canada may to some extent be water under the bridge now, but what specific recommendations do you think this committee ought to make in that regard in the public interest?—A. I think that is made quite specific in our brief, Mr. Fleming, when we say that:

“We would, with respect, urge that this committee recommend equal opportunity to enter the television field for properly qualified citizen applicants.”

Q. You would know that there have been applications pending for some time for channels at Toronto and Montreal?—A. Yes.

Q. At least at Toronto and Montreal?—A. Yes, and in several other areas.

Q. At least those two in Toronto, and there were more applications than there were channels. Have you any comment to make on the proposal put forward by the C.B.C. about a year and a half ago concerning a cooperative method of pooling the applicants together?—A. The cooperative method is one of those things where there can be disagreement of interpretation. An interim policy originally was announced by the responsible minister in the House, and it was recorded, of course, in Hansard. He said that applicants “may wish” to form an association, for the purpose of making a joint application. Now, the word “may” to us is a permissive word. But the C.B.C. has proceeded to interpret that word “may” as “shall”, which is an entirely different thing. And the applications were further deferred because the applicants could not get together into a pool. The pool application, I would say, simply will not work. I think that anyone with the slightest knowledge of practical business operations would know that it would not work. It would be like asking T.C.A. and Colonial Air Lines to get together to operate the New York to Montreal airline.

Q. Is it not the point that these competitors would be in direct competition? —A. Not only that, but one of these applicants is a company controlled in England, while another is the Canada Famous Players which is a company largely controlled in the United States. Therefore an association of this type would be completely absurd in practice.

Mr. MUTCH: Was there not a joint application, to your knowledge, from Winnipeg made by potential users?

The WITNESS: To the best of my knowledge, Mr. Mutch, there has been no television application of any type coming from Winnipeg.

Mr. HANSELL: Have there been any throughout the prairie provinces?

The WITNESS: There have been several people who are keenly interested, in the prairie provinces. And I might say there are upwards of 55,000 television receivers in Canada right now. These are located largely in the Niagara Peninsula and in the Windsor area of Canada, and they are viewing more or less consistently United States telecasts.

By Mr. Fleming:

Q. Is there any good reason that you can see why those who are willing to risk their money for the development of television, should not be permitted to do so?—A. None!

By Mr. Langlois:

Q. Can you explain briefly to the committee how television could cripple or destroy A.M. broadcasting as it now exists?—A. Yes sir, and very simply. If you will refer briefly to page 19 of our brief you will see there a quotation made by Dr. Surveyer who says:

"A recent study completed in the United States, by the Association of National Advertisers, estimates that in large centres, 'each radio home that installs TV has lost 83 per cent of its evening potential for the radio advertiser'. The report contends 'that TV practically wipes out A.M. night-time listening in the radio homes'."

Once a television station is set up in a given city, the number of people who will view television increase rapidly, and those people have a tendency to stop listening to the radio, especially with respect to the evening audience. Therefore the A.M. audience is thus substantially reduced. The A.M. station loses some value to the advertiser as a medium of advertising his business. They can carry his messages and they do carry them effectively but they probably do so at reduced rates. I might say that the network rates in the United States were recently slashed by a substantial percentage because of television competition.

By Mr. Hansell:

Q. Did I understand you to say that there are a number of people who are willing to go into the television field and that they would be able to televise within a very short time. You used the term "a very short time", did you not?—A. Yes sir.

Q. And that they would be actually operating?—A. Yes sir. We discussed these matters among ourselves. I know most of the prairie broadcasters well and they have been very frank with me. I know that some of them in cities such as Edmonton, Calgary and Regina are quite anxious to get into the television field. And I do not think it would be very long before they would be giving television service to their listeners if they were given a licence.

Q. Could you be more specific when you say "a very short time"? What does that mean? Does it mean six months, or six years?—A. It would vary, I would say, between, let us say, 12 months and 18 months.

By Mr. Coldwell:

Q. How do they propose to finance this television programming?—A. They would finance it in the same way that we are now financed, that is, they would sell television programs to interested advertisers.

Q. Last Saturday evening, instead of going out, I sat listening to American television, and seeing it; and I want to say that the advertising content was bad and that the programs were poor. And quite obviously, even over there with their tremendous wealth they cannot put on programs which are of a very high order. I listened to the Pet Milk program which lasted nearly an hour, and I saw a wrestling match from Chicago and other programs on channels 4 and 8 in the United States. If that is the kind of television we are going to get here through advertising, I think the less we have to do with it, the better. I think we had better follow out the recommendations of the Massey report and really try to get something that will be of a high order for our Canadian listeners.—A. We hope to be able to profit from their pioneering experience.

Q. Well, the advertising on the radio does not show that we have profited very much from their experience, when you hear some of the advertisements on both the C.B.C. as well as private stations.

Mr. MURRAY: I think they do a good job with baseball matches, football matches, and boxing.

The WITNESS: Yes.

Mr. GAUTHIER (Portneuf): And dancing girls.

Mr. MURRAY: Yes, and wrestling matches.

Mr. COLDWELL: Yes, and with dancing girls very scantily clothed, at that.

By Mr. Knight:

Q. I want to follow up Mr. Hansell's question. If this program were to be put on six months or even a year or within some comparatively short time, what would be the source of supply? Where would the source of supply of these television programs come from? Where would you get the material if within six months you put television into the prairie provinces?

The CHAIRMAN: I thought he said 12 months, Mr. Knight.

By Mr. Knight:

Q. Or 12 months, whatever it is; where would the material come from? —A. Mr. Murray listed many of the potential sources, such as baseball, hockey, and football. All those things would be excellent sources for television programming. And, as a matter of fact, so would special news events of one type or another. And in addition to that, there are now available several types of films. I am given to understand that the National Film Board has done a little more than experimental work in this regard, and that it may have available a fairly good supply. And then, there are all kinds of community events which would be available for the purpose.

Q. Would those events be local events, or events in the prairie provinces, or where?—A. The events to which I just referred would be local events.

Q. And that would be done, in your opinion, within 12 months?—A. It would.

Mr. COLDWELL: Are you relating it to some extent to the National Film Board, the publicly owned organization?

The WITNESS: As long as the National Film Board turned out films which the people were willing to see, we would be prepared to buy them, as long as the price was reasonable.

By Mr. Langlois:

Q. Is it not a fact that in the United States the promoters of baseball, and hockey and so on are quite sorry that they permitted their games to be televised, and that they would not do so again if they had the chance? And have not some of them already advised our Canadian promoters not to make the same mistake here in Canada which they did in the United States, because they are losing the crowds and not getting as many people to come to see their hockey games and their baseball matches, and so on?—A. If you are referring to the International Boxing Club in New York City, I understand that they have some difficulty with the proper authorities on this point, as to whether or not they have the right to refuse to give permission to televise their matches; but I think that is a legal point.

The CHAIRMAN: Do you mean that litigation is going on at the present time?

The WITNESS: I do not think it is litigation. This action was initiated by authorities in New York or Washington.

Mr. MUTCH: I understand that California has a law whereby you cannot broadcast a sporting event to an audience which is closer than 400 miles.

The WITNESS: That is apparently the reverse of the picture in New York State.

By Mr. Langlois:

Q. Is it not a fact that the last boxing match in New York City was broadcast only to theaters in New York?—A. That is exactly the situation to which I refer. They have found themselves in a legal difficulty. You must remember that the owners of livery stables regretted the invention of the automobile, but there was really nothing which they could do about it.

Q. We have that situation right here, in Ottawa, have we not, where the promoters of the Ottawa Senators have forbidden the radio stations to broadcast the games, right here in Ottawa, when they are playing at home. Could we not expect to have the same thing happen with television?—A. We might. On many occasions sports promoters have refused permission to broadcast, but have always change their minds later.

Mr. HANSELL: Your organization is willing to take a chance on that?

The WITNESS: They are perfectly prepared to take that chance.

By Mr. Fleming:

Q. And take a chance with regulations made by whatever regulatory body there may be, with respect to the commercial or advertising content of their programming?—A. That is a difficult question to answer, Mr. Fleming, without first seeing the regulations. They might be so restricted as to prevent a man from ever breaking even.

Q. I suppose it would only be natural that you would like to know in advance what kind of regulations you are going to have to deal with?—A. I think so.

The CHAIRMAN: Will you please speak louder, Mr. Fleming?

By Mr. Fleming:

Q. It was only natural, you would say, to want to know, as far as possible, what kind of regulations you are going to have to deal with in advance. I am concerned with this point, that, like Mr. Coldwell, I have seen American programming—and I shall be quite frank—I did not like the commercial features on many of those American programs. So I was wondering what you would be prepared to recommend by way of regulations or otherwise with a view to improving the quality of television.—A. In a democracy, Mr. Fleming, I think that the greatest and most effective influence is the impact of public opinion. And in certain regards I share the view which you and Mr. Coldwell have expressed in connection with United States television. But under that system the fact remains that millions of United States citizens regularly view these television programs and obviously like them. However in Canada we may be, and probably are, up against a somewhat different situation. I think it is up to the broadcasting station to reach its listeners. There must be people who are willing to lean over and turn on the set and then sit down and listen, or watch; and if a station does not provide a service that people will like, then that station will soon find itself out of business. I would like to point out that radio, both visual and sound share this characteristic with newspapers and magazines. They act as a mirror of our society. It is not like the automobile, or steam, or electricity. The dynamics which moulds the shape of our society. Television, along with newspapers, magazines, and publications simply reflects society as does a mirror. They reflect what our society is; and there are a great many other factors involved in society besides those.

By Mr. Langlois:

Q. When answering Mr. Knight's question a while ago, you listed as a main source of television program such things as boxing, hockey, and baseball. And in spite of the possibility that those sources might be curtailed by the refusal of the promoters to allow a broadcast and a televising of their enterprises, you said that you were quite ready to take that chance, in case it should happen. Could you not say that there are other sources of television programs which come to your mind?—A. Oh, yes, there would be sources which would vary with the community; but there are other and various sources such as special events, news events, and there are always things which are happening in the

community. And in addition there is the supply of films especially produced for television, which is now available in Canada, and these would be useful for that particular purpose.

Mr. MURRAY: Does Mr. Allard not think that television might find the Canadian theater a lively theme or subject? There is the Ottawa Repertory Theater, for instance.

Mr. KNIGHT: What Canadian theater?

Mr. MURRAY: I speak of the Ottawa Repertory Theater, which might be televised for the benefit of everybody in Canada.

Mr. MUTCH: And then what would happen to the Little Theater movement?

Mr. MURRAY: Yes, there is the Little Theater movement as well as artists, musical people, orchestras, as well as the televising of hockey, for instance.

The WITNESS: I think the suggestions you have made are all excellent ones, and should television ever come into operation competition for programming sources would unquestionably enhance the number of sources available.

Mr. COLDWELL: But that has not happened in the United States. I do not think we are getting that kind of program over the American television.

The WITNESS: Perhaps they are not so well equipped for it.

Mr. MURRAY: And I am thinking about the Theatre Francais in Quebec; that would be a tremendous source of material would it not?

Mr. LANGLOIS: You could even have a bagpipe festival right here in this building.

By Mr. Knight:

Q. Would you care to comment on television as put out by the B.B.C. compared with television as put out in the United States?—A. I am afraid that I honestly could not. I have never had the privilege of being exposed to B.B.C. television.

Q. I should like to have Mr. Coldwell stay home on a Sunday evening to see television coming from a different country. I was tremendously impressed with the cultural nature of the programming which I saw when I was in England.

Mr. COLDWELL: How long ago was that, Mr. Knight?

Mr. KNIGHT: About 2½ months ago. And I was particularly interested in the programming put on for children over on the other side. To my mind those programmes were excellent.

Mr. MUTCH: I was in England at the same time Mr. Knight was and I wasted a good portion of a Sunday evening looking at some programs, which to my mind, from the standpoint of an observer, were pretty hard to take, but that is my personal reaction. Television reminds me of the old-fashioned flickering moving pictures, but I found the British technically superior, and I would say that their programming content was not quite so bad.

By Mr. Fleming:

Q. I have a general question, Mr. Allard. You are familiar with American broadcasting and programming and I would like to ask your opinion in general as to how you think Canadian broadcasting, in general, compares with the standard prevailing in the United States?—A. I think that the average of Canadian broadcasting is probably as good or better than the average of United States broadcasting. Unquestionably the peaks of United States broadcasting are better than ours, and for various reasons.

The New York Philharmonic orchestra, for instance, is carried on a United States network; and the Metropolitan Opera is also carried on a United States

network. You see, they have sources of that type available to them, because they are a more wealthy and populous country. Therefore their peaks are better than ours. That is a serious competitive factor here in Canada, since many of our population listen to the United States stations. However, I think it is a fair statement to make that the average of Canadian broadcasting is as good or better than the average of the United States broadcasting.

Q. Based on your experience in radio, what would you say concerning the standard of Canadian television, if, as you propose here, permission should be given to individuals to commence television in Canada, while the C.B.C. is at the same time proceeding with its plans for what are now three stations, two of them to be in Montreal and one in Toronto?—A. I have a great respect for precedent and historical parallels. I think the same thing would happen with respect to Canadian television as to sound radio; namely: that the average of Canadian television would be as good or a little higher than that of the United States television, but that they would still be ahead of us on the peaks because they could afford a certain type of programming that we could not hope to produce. But I do think that arrangements could be made to bring some of those programs into Canada. I understand the C.B.C. has made arrangements for the use of microwave relays for the purpose of carrying United States programs, and I think the situation would be the same with respect to television as it is with respect to A.M. radio.

Q. To what factors do you attribute the fact that on the average Canadian radio is better than United States radio, and in the case of television, what do you think they would be?—A. I think it is due to the fact that it is we who are giving the answers. In other words Canadian standards of taste are different in some respects from those in the United States. Naturally we have adapted our programming to Canadian tastes and standards in order to survive. I am not suggesting that the tastes and standards in the United States are any lower than those in Canada, just that in some respects they are different. They are more industrialized and more heterogeneous. But standards of taste are bound to vary.

Mr. COLDWELL: Do you think that the presence of the C.B.C. in Canadian broadcasting is another factor? I think that is what Mr. Fleming had in mind when he asked his question.

Mr. FLEMING: No, but I would be glad to have the witness comment on it.

The WITNESS: I do not think the existence of the C.B.C. had any bearing.

Mr. COLDWELL: Is it not a fact that educational institutions which are along the border of Canada and the United States tend to listen to the C.B.C. largely, particularly to the newscasts from the C.B.C. and the Wednesday night programming and the stage series, and so on; those programs are listened to quite extensively on the other side of the border as well. I have been told that by people in the various colleges and universities which I have had the privilege of visiting in that part of the country.

The WITNESS: I think it is quite natural that United States citizens would be interested in such programs and that Canadian citizens would be interested in American programs sometimes of this type and sometimes of another type. I think that the presence of the C.B.C. has had no real bearing on the standard of programs in Canada, and that the stations here which would survive would be those which gave programs that the average listener would like to hear and is willing to listen to.

Mr. COLDWELL: But did not the Aird Commission some years ago find something quite different from that, and as a result urged the establishment of a broadcasting corporation because of the lack of standards in programming?

The WITNESS: I think that the Aird Commission made its report at a time when broadcasting had scarcely passed the infant stage. But we have developed and matured quite a little since that day.

Mr. COLDWELL: And has that maturity not been hastened by the policies of the C.B.C.?

The WITNESS: I think it would have been unfolded in any case.

Mr. COLDWELL: Does it not follow from your statement that our tastes might be higher than the tastes of the people who listen in the United States, because of the type of policy that we have?

The WITNESS: I merely suggest that our tastes are different. People who live in the United States might think that their standards are higher, while somebody else might think that they were lower.

Mr. LANGLOIS: Is it not a fact that because the privately owned stations know there is a watch dog in the C.B.C. watching over every movement they make and every program they put out, that it is a good thing, and that it forces them to be very careful in organizing their programs? Do we not have to admit that. It must have that effect?

The WITNESS: The watch dog we worry about is the listener.

The ACTING CHAIRMAN: Are there any more questions?

By Mr. Fleming:

Q. You did not complete your answer to the other part of my question, Mr. Allard, whether in anticipating the standards which television may be expected to adhere to in Canada in the future, would that be the only factor? In other words, whether or not it is thought that Canadian tastes are better than, or different from, American tastes, there is still going to be a Canadian taste which will effect the quality of television and of television programming? —A. A man who does not pay attention to the taste of the general Canadian listening public will not long survive.

Q. You have found that principle applies to the commercial content of radio programming? —A. Very definitely, sir.

Mr. COLDWELL: Have the organizations associated with your group made any estimate as to what the cost of television would be, in order to provide stations?

The WITNESS: We have a great many estimates, Mr. Coldwell. I think that perhaps Mr. Harry Sedgwick would give you an answer, because he is more familiar with this subject.

Mr. HARRY SEDGWICK: We have not made an estimate of the cost of television generally, but we have made an estimate, which was filed with the brief, of what it would cost us in the way of capitalization.

Mr. COLDWELL: Can you give us those figures, Mr. Sedgwick?

Mr. HARRY SEDGWICK: It is estimated that it would cost about \$ $\frac{3}{4}$ million for the station which we contemplate in the city of Toronto and it is estimated that we would probably have to go through a period of 2 or 3 years of substantial losses before we got into the black in our operations.

Mr. COLDWELL: Was not the estimate of 2 or 3 years ago that of \$ $\frac{3}{4}$ million?

Mr. HARRY SEDGWICK: For capital account; but I put in the cost for capitalization and also for programming. There are concerns in Canada who are contemplating entering the television field as soon as there is a market for their products, and when we get the products available, the costs will go

down, because the costs will be divided over a number of outlets. So you see that it is a changing figure and it cannot be said today what the costs will be, because they will be changing tomorrow.

Mr. COLDWELL: The point I was making was that it is only the very powerful or wealthy group who can get into the television field.

Mr. HARRY SEDGWICK: Well, sir, it is entirely a matter that depends on what you contemplate. If you contemplate studio production from the outside, remote pickup, that is very much more costly than the type of program you get from a film. I believe that the general figure accepted by the United States as to the cost of setting up a television station is of the order of \$150,000 and from that up.

By Mr. Dinsdale:

Q. Mr. Allard, I would like to refer to a statement which you made criticizing some of the popular views with respect to broadcasting. I think your statement was something like this, that all communications, radio, press and so forth, merely reflect public opinion but did nothing to mold public opinion. Now, relating that to a discussion of programing in the case of television would you not say, Mr. Allard, that the C.B.C. programs have perhaps struck a higher educational level than is the case with American programs? It seems to me that the comparable American program has for its object more entertainment rather than purely educational objectives whereas the C.B.C. are presenting programs which are prepared specifically for the purpose of molding public opinion rather than being merely a medium for reflecting it.—A. I would not like to leave that impression, if that is the impression anyone got from what I said let me assure you that was not the impression I intended to leave; that the media of communication did not mold public opinion. What I intended to say and what I thought I did say, was that they are not "dynamics which mold and shape our society", which is an entirely different thing. It is difficult to draw the line sometimes between what is entertainment and what is educational. I suppose that Hamlet, for instance, was originally written for entertainment; it is considered rather educational today in many ways.

By Mr. Knight:

Q. I think, Mr. Allard, you said, with respect to television, that it did not mold opinion, it merely reflected it, rather than having any influence upon it. I think that is what you meant at the time.—A. If I made a statement in that form I would agree with you taking the view point you do. I did not intend to say that it did not influence or change opinion, rather that it was not a dynamic which moulded and shaped our society.

Q. Following Mr. Dinsdale's question you made the statement that our overall program content is better than that in the United States. Would you care to enlarge on that? Would you care to express your opinion of ways in which Canada has raised the quality of the program content above the average within the United States?—A. I do not think, sir, it is a question of programs having raised in standard. I think there are factors in Canadian life, Canadian vogue, if you like, which has made for a higher type of program standard than one finds in the States.

By Mr. Coldwell:

Q. I think Dr. Surveyer has something of that kind in mind in a sentence in the Massey commission report which you did not include in your brief where he says (page 396): "there is no doubt that radio and television are two very powerful media, but, at the present time, physiologists and educators are

more alarmed at their possibilities for evil than inthused inthused at their possibilities for good"; and then he goes on to quote the paragraph which you omitted from your brief in support of that statement on what is happening today in radio broadcasting.—A. You will find that the reference there goes back a very long way, Mr. Coldwell, it goes back hundreds of years and involves the thought in the early days that the printing press involved a frightful and awful menace to society, and that is the reason why it was so controlled and censored at that time.

Q. Oh yes, but I have in mind rather the kind of press that we have now, within the last few years. We are living in another age.—A. Yes, but some still fear change and development.

The CHAIRMAN: We now come to section 3, amendments to the Broadcasting Act, page 20:

The WITNESS: With your permission, Mr. Chairman, I would like next to deal with these amendments briefly and then to turn them over to our legal advisors who are more competent to deal with certain technicalities.

Mr. FLEMING: Before you do that, there are some sections of the bill on which you have not commented as yet. Would you care to indicate your views on those sections? For instance, section 6; have you any comment to make on that?

The WITNESS: I think Mr. Roberge probably will deal with that.

Mr. FLEMING: I think, Mr. Chairman, particularly section 6 of the bill should be dealt with. The brief starts in with section 7 of the bill; section 6 is the one that carries the \$1 million. We would like to have some comments on it.

The CHAIRMAN: Page 20.

Mr. COLDWELL: Where are we now?

The WITNESS: We are quoting from page 20, Mr. Coldwell.

"Certain of the proposed amendments to the Broadcasting Act vitally concern the operations of privately owned stations, and we should like, with respect, to comment on these.

A. Use of Talent

First of these is a proposal to add to sub-section 1 of section 22 of the Broadcasting Act a paragraph reading as follows:

(f) To promote and ensure greater use of Canadian talent by the corporation and private stations.

We do not suggest that the government or this committee can possibly be fully acquainted with all the problems facing the broadcasting industry, although there may be some value in consultation concerning these before steps of the nature suggested are taken.

The privately owned broadcasting stations came into being at a time when many of the organizations with whom they must do business were already powerfully entrenched, experienced organizations and some of these have long been in a position to make substantial demands upon the incomes of broadcasters.

The privately owned broadcasters already pay to the Canadian Broadcasting Corporation, through the Department of Transport, a transmitter license fee which is roughly equivalent to 1 per cent of their gross revenue.

They made substantial copyright payments and are currently confronted with a demand for an increase of approximately 300 per cent in these.

Salaries, wages, talent fees and employment conditions, including medical insurance and pension plans, of the broadcasting industry compare favourably

with those of any other industry in Canada and represent heavy expenditures. To add to all these, another percentage for so-called live talent might easily wipe out the profit position of many stations.

It is suggested that privately owned stations do not make full use of what is referred to as local live talent and that the Canadian Broadcasting Corporation should have the power to compel greater use of this. Mr. Arthur Surveyer goes straight to the heart of this matter in his comment on page 387 of the Massey report when he says:

"In order to appraise judicially the services rendered by the stations owned by the Canadian Broadcasting Corporation and those rendered by the private stations, it is necessary to differentiate between the functions which the Broadcasting Act imposes on the C.B.C. and the limitations which financial necessities place upon the activities of the private broadcasters. No private station could carry on a programme policy such as that of the Canadian Broadcasting Corporation or such as requested by some of the associations without running into financial difficulties."

The fact is that in our present economy, any person with reasonable talents or reasonable willingness to work finds no difficulty securing employment. This situation is equally true of good entertainers who have no difficulty in finding more employment than they can handle."

And now, I will refer you to appendix "C" passing briefly over pages 1, 2, 3 and 4; and on pages 6 to 14 of appendix "E" you will find a very interesting and I think full outline of the development of talent by privately owned stations.

In fact, the sole monopoly existing in broadcasting today is the network monopoly of the Canadian Broadcasting Corporation, which has effectively discouraged the development of Canadian talent. This has created a situation in which there is virtually no competition for talent, since it must either work within the terms established by the C.B.C. at C.B.C.'s prices or have no field in nation-wide Canadian broadcasting.

There has been a continuous effort in Canada to force privately owned stations to employ larger amounts than now of live talent. This talent, when it is of the calibre that deserves and gets public acceptance, has no problem finding employment. The situation would be no different from that of a writer employed in the newspaper field. If the writer has the talent and the ability and the price is right, the writer is employed. But no one suggests that newspapers be forced to throw out feature writers to give work to some aspiring columnist who neither has ability nor talent but simply the desire to get his name in print. A publisher who operated on this basis would soon be out of business.

The Canadian broadcasting station must compete for listening acceptance with network radio and with U.S. stations. A network program carried across Canada is reaching a potential of more than 14 million people, yet the broadcaster in any given city attempting to put on a live talent program must have talent equally acceptable to his audience as is that appearing on the network production. Usually this is not economically feasible. To spread cost over a potential of 14 million people and over some 30 or 40 stations is sound. The program costs the same when used by one station in one area; if it is to hold listeners; and this is obviously impossible. Talent is in fact now used almost to the limit of its availability and of economics. The only way to increase the use of talent is to afford greater facility for training; and to permit the privately owned stations to form competitive networks.

Broadcasting should not be forced to subsidize those who desire to become artists but who have neither the talent nor the ability, any more than any other industry should be obliged to subsidize people.

The C.B.C. has used its power of control to a great extent in this connection. Its controls governing use of live talent generally select those periods where local stations are compelled to do live programming at times when the peak programs are being carried on C.B.C.'s networks. This naturally puts the local station at a tremendous competitive disadvantage. It means that little, if any, advertising can be sold at that period. It means that the station must, out of its own revenue, employ this talent for non-productive purposes. This is certainly not in the public interest and it is unlikely that it is in the interest of talent. This is really an entirely new form of feather-bedding with the sanction of a regulating body.

It should also be pointed out that the best talent has a natural tendency to gravitate towards the larger centres such as Montreal and Toronto. While money is an important motivating force with entertainers, it is usually not the most important force. The lure of the bright lights, applause and the opportunity to "make the big time" are equally potent motivating factors. That talent which remains behind is rarely, if ever, of the calibre that would hold an audience over a period of time. Generally, it is also part-time talent, that is, people who have ordinary jobs in the daytime but wish to supplement their income by working as entertainers at night.

In connection with the employment of talent, it should be noted that the C.B.C. receives a subsidy of several million dollars a year to produce sustaining programs of this type amongst other services, whereas the privately owned broadcasting stations receives no subvention whatever.

Those performers whose talents are heard by means of recordings and transcriptions are frequently very highly paid for their services, the payment taking into account the fact that this electronic form of syndication will permit their performance to be repeated many times.

The additional grant proposed for the Canadian Broadcasting Corporation represents in part a subsidy for the use of certain talent. As taxpayers, the privately owned broadcasters are contributing to that subsidy. They also contribute in carrying C.B.C.'s sustaining programs at no cost and their commercial programs at greatly reduced rates. We suggest it is unfair to require one single industry to contribute a fourth time.

Mr. Chairman, there is just one further comment I would like to make in connection with the proposal to repeal section 23 of the Broadcast Act. This does not appear in our brief.

We should also like to suggest, with respect, reconsideration of the proposal to repeal section 23 of the Broadcasting Act. It is obvious to practical broadcasters that interference levels are increasing steadily; to the point where the same power in large cities get much less coverage than it did a few years ago. Control of interference, we feel, cannot properly be undertaken unless some power is vested in the Department of Transport or other proper authority, to punish violations of regulations set up for this purpose.

Indeed, we would suggest that the Department of Transport be provided with additional financial resources for purposes of controlling and where possible eliminating interference. The transmitter license fees paid by privately owned stations should, we suggest, be retained by the Department of Transport, to assist in controlling interference, and to help defray costs of attendance at international wavelength meetings, and similar services.

The balance of our comment, sir, will be handled by Mr. Roberge.

The CHAIRMAN: Are there any questions on this part of the brief, gentlemen?

Mr. COLDWELL: You stated that commercial programming is greatly reduced.

The CHAIRMAN: What page are you reading from, Mr. Coldwell?

Mr. COLDWELL: Page 24:

We suggest it is unfair to require one single industry to contribute a fourth time.

Is it not a fact that private stations endeavour to get on the sustaining basis with the C.B.C.? I know that complaints were received in days gone by that certain stations could not get that service.

The WITNESS: That is something which varies with the locality. It is very difficult to program against a good network show, particularly those brought from the United States by the C.B.C. A station is naturally anxious to hold its audience, otherwise it knows that it will reduce its revenue potential.

Mr. FLEMING: Is it appropriate to ask you about the relationship of this portion of the brief with the question about section 6 of the bill dealing with the supposed grants, or should I leave that for Mr. Roberge to answer?

The WITNESS: I would prefer that you left it for either Mr. Sedgwick or Mr. Roberge.

The CHAIRMAN: Are there any further questions with regard to the use of talent?

Mr. DINSDALE: With regard to the use of local talent by private stations, I take it from the brief that it is felt that the private operators feel that they must present programs of the same calibre as those of the American network, on the Canadian network. Would not the function of the private station contribute to the development of local community spirit? Would not the function of the private station be to encourage embryo talent, such as Mary Jones singing, or Mary Jones playing the piano?

The WITNESS: The encouragement of talent is entirely different from the use of that talent on the air. There are various ways of encouraging talent, and a good many of those ways are being used by privately owned stations. Anything which you put on the air should be of service to your listeners. It is our belief that we are in business to give a service to the listeners of Canada, not to any small group of aspiring talent, no matter how well intentioned. This is only in part, if you like, a selfish thing, it is more a matter of concern for the community at large. We believe it is our job to provide the best possible listening service to the public. If you are going to put on inferior entertainers or endeavours, you cannot find listener acceptance, therefore you are not rendering a service to the public and doing your job with respect to the community.

Mr. LANGLOIS: On page 21 you said that the privately owned station did not make full use of the local live talent. You made that suggestion?

The WITNESS: That refers to certain remarks of the Massey Commission, and I assumed, perhaps incorrectly, or perhaps not, that the committee would be familiar with those particular references.

Mr. LANGLOIS: There is nothing other than the references to the Massey report?

The WITNESS: There is nothing more that we had in mind at the time, but there may have been other references.

Mr. GAUTHIER (*Portneuf*): Might I ask for how long a time new talent can be employed by a station, whether it be a C.B.C. station or a privately owned station, without belonging to the union?

The WITNESS: That would vary, sir, in the locality. In the bigger areas such as Montreal and Toronto, it is my understanding that talent must be a member of a union before it can be employed. Certainly that has been our experience. I understand that you cannot use them unless they are members of the union. But in the smaller localities, I do not think that the union exists.

Mr. GAUTHIER (*Portneuf*): Suppose a talent comes forward to be employed by station CFCF or station CKAC in Montreal; that talent does not belong to the union, but that talent wants to be employed. Nevertheless, because he does not belong to the union he may not be employed?

The WITNESS: I think you are stating the situation accurately.

Mr. LALONDE: I think there is one channel which is devoted to amateur programming. I think you will find many who want to get into that category; otherwise they are not people who are in any other channel. It is just one of those union regulations. And with respect to good musicians, it is the same thing. We are practically a closed shop.

Mr. FLEMING: And that would apply to private stations and to the C.B.C. stations alike. There is no difference in that respect?

Mr. LALONDE: I do not believe so.

Mr. COLDWELL: And there is no difference with respect to professional talent either.

Mr. LALONDE: That is correct.

Mr. COLDWELL: But amateur talent can be used?

Mr. LALONDE: That is correct.

Mr. GAUTHIER (*Portneuf*): How long can they be used?

Mr. LALONDE: They can be used upon one occasion only.

Mr. MURRAY: Suppose a band is recorded, or suppose a musician or a singer is recorded, do you have to employ a live artist? Suppose the live artist does not appear in person. She may be in the wings. Do you have to pay her or pay him?

The WITNESS: In the first instance, there is a special recording fee which is paid to the American Federation of Musicians. I believe that fee goes into their welfare fund.

Mr. HARRY SEDGWICK: I want to correct an impression which Mr. Lalonde gave you. You cannot use amateur talent on radio stations in the larger centers unless you employ them in connections with an amateur show.

Mr. COLDWELL: You could not use an amateur group?

Mr. HARRY SEDGWICK: And even if you do, you must accompany them with professional musicians. You cannot use amateur musicians at any time, even a mouth organ player; but I believe that bagpipe players are not included.

Mr. MURRAY: Did you say that bagpipers were included?

Mr. HARRY SEDGWICK: No!

Mr. MUTCH: They had better be. If not, it is an insult.

Mr. HARRY SEDGWICK: On the question of recording, if the committee wants to hear about it, there are two fees which are paid for the recording. One fee is paid to the musicians union for every record which is sold anywhere, be it over the counter or elsewhere; and in addition, there is a fee for the record which is made for broadcasting over a radio station. There is a demand fee for union musicians which runs very high. I think it is something like \$65 per man additional, if you are going to put on a musical program by means of a record.

Mr. LANGLOIS: In your brief with respect to Dr. Surveyer's comment on page 21, you say:

"The fact is that in our present economy, any person with reasonable talents or reasonable willingness to work finds no difficulty securing employment."

I take it that that does not apply to local live talent?

The WITNESS: Yes, it does. We say specifically that any person with reasonable talents or reasonable willingness to work finds no difficulty securing employment. I think the reference there was to general employment situation. I think it is generally admitted that we are in a sellers' market, as far as labour is concerned; but it does apply, we think, to talent which has ability and will work. It can and does get work, as reference to appendices "C" and "E" will show.

Mr. LANGLOIS: Even to local live talent?

The WITNESS: Yes, even to local live talent.

The CHAIRMAN: I notice on pages 28 and 29 of your brief that you make specific recommendations about certain matters. Do you have a specific recommendation to make with regard to subparagraph (f) of the proposed bill?

The WITNESS: With respect to subparagraph (f) of the proposed bill, that is quite simple. We say that it ought to be deleted. We submit that suggestion with deference.

The CHAIRMAN: I was trying to find that in the brief and I could not. It is just to clear up the matter for me. Are there any other questions on the use of talent?

By Mr. Murray:

Q. Will these union regulations apply to television?—A. Yes sir.

Q. Before an artist can appear in television, he would have to qualify as a union member?—A. Yes sir. In fact, there are a good many more unions involved in television than are involved in broadcasting, because you get such things as stage property, lighting, and so on.

Q. In the event of a concert, for example, or something of a cultural nature in the community, with respect to television, would they all have to qualify?—A. Generally speaking, I would think so.

Q. Would about the Highland Games which take place at certain localities, and which employ lots of music, colour, athletic dancing, and so forth. How would they stand with respect to television?—A. I do not think that the performers at Highland Games would be required to be union performers, but I believe that the musicians would. And we would have to pay the copyright fees for the music which was used as well.

By Mr. Coldwell:

Q. But suppose a bagpipe band was used in connection with the Highland Games; surely the union would not collect anything because of that?—A. Except in certain areas, I think that a stand-by would be required.

Mr. HARRY SEDGWICK: Yes, in certain areas there are certain rules. For instance, if you use an enlisted army band which is not a member of the union, you are bound to employ a stand-by.

Mr. MUTCH: We had that during the last war when the R.C.A.F. band was to be used over the air and we were instructed in this country that if they played, we would have to pay for a stand-by band. I remember the historic answer given by the then Minister of National Defence, but I do not know the solution to it. I presume that he paid, because nothing more happened, and we were not shut off the air.

Mr. MURRAY: Even in the case of a Scotch bagpipe player, or a pipe band, with drums and so on, or bagpipes, if they are going to be shut off, it will be a bad blow to the Scotch people of Canada.

Mr. MUTCH: Their position is not changed.

Mr. BALCER: Do the private stations pay the same price for their talent as the C.B.C. pays?

The WITNESS: The fees are set by the unions, and consequently they are the same in both cases. But the situation frequently arises where, because the cost of programming is the same if station CKAC in Montreal puts in on or whether it goes over a 30 or 40 station network, it makes the cost of this type of operation much higher to the privately owned station.

Mr. BALCER: As far as your operators, technicians, specialists, and regular employees are concerned, do you pay the same scale of salaries that is paid by the C.B.C.?

The WITNESS: In any given area there is a comparable schedule of such fees. In some areas these people, too, are members of unions.

The CHAIRMAN: Does that complete the questioning?

Mr. DINSDALE: I suppose in the case of some of the smaller stations it would be impossible to hire musicians or artists and pay the required fee because the resources of that station would not permit it?

The WITNESS: The word "impossible" is wholly accurate.

Mr. DINSDALE: That would limit the policy of private stations with respect to their use of live talent in the smaller centers?

The WITNESS: Yes sir, that is quite correct.

Mr. DINSDALE: But would it limit them in the use of purely local talent?

The WITNESS: Yes sir. And we have a representative here from Vancouver who points out that their experience has been that they need to pay the network rate or even better to get the talent they want for a one station production.

The CHAIRMAN: If that is all, we may not pass to page 24 "Added Controls". Do I understand that Mr. Roberge and Mr. Sedgwick will now take over?

Let me introduce to the committee at this time Mr. Joseph Sedgwick, K. C. of Toronto, and Mr. Guy Roberge of Quebec. These two gentlemen will continue with the presentation of the C. A. B. brief.

Mr. JOSEPH SEDGWICK: Mr. Chairman and gentlemen: Mr. Roberge has asked me to start off, possibly because I am a little older than he is.

I propose to deal only with the bill, except in so far as I am asked to deal with questions on the brief. As to the first five sections of the bill, we have no comment to make. And as to the sixth section of the bill, we would have no comment except that Mr. Fleming invited us to make a comment. But I think the only one I could make is that the private stations which Mr. Roberge and I represent will not, of course, share in that grant; and we are instructed by our principals not to comment. It would probably be impertinent for me or for anybody representing the private stations to make any comment about it. Certainly I do not propose to make one unless I am specifically invited to do so.

Mr. FLEMING: Before you go on then to the next subject, Mr. Sedgwick, and I do not want to ask you any question that would lead you into anything that might be considered to be impertinent—I think there are a couple of questions on Section 6 of the bill on which your views might be of assistance to the committee?

Mr. HANSELL: There is the division bell.

Mr. MUTCH: That settles that, gentlemen.

The CHAIRMAN: Apparently there is a vote and I suppose it is also apparent that we will not be able to finish with the Canadian Association of Broadcasters today. Under the circumstances would it be your wish to meet again tomorrow at eleven.

Mr. FLEMING: How about this evening?

The CHAIRMAN: It is Wednesday evening.

Mr. COLDWELL: External Affairs is sitting tomorrow.

Mr. FLEMING: I would suggest that we meet tomorrow afternoon because of the fact there are three other committees meeting tomorrow morning.

The CHAIRMAN: I take it then we will sit tomorrow afternoon at 3.30, and I wonder if the subcommittee on agenda would be kind enough to meet me in my office following the vote.

The meeting adjourned.

APPENDIX I

SUBMISSIONS AND RECOMMENDATIONS

by the

CANADIAN ASSOCIATION OF BROADCASTERS

(and its 104 Member Stations)

(1951)

SECTION 1

BASIC BACKGROUND FACTS

We believe that an understanding of the broadcasting problem requires knowledge of the fundamental issues involved. Below is a brief explanation of these basic factors:

1. Broadcasting is a creation of private enterprise.

All pioneer broadcasting in North America and the majority of it abroad was done by private interests. Most of this pioneering was done when broadcasting was not in the slightest profitable. In fact, at the time many regarded it was a novel toy which, except perhaps for marine communication, would never attain any real value. Generally obscured is the fact that at the time the Aird Commission was set up, Canada already had 62 privately owned stations. Of those 62 stations only 4 received any programs from United States sources. Only 6 were located in Montreal and Toronto. The remainder were in areas of smaller population in such places as Sydney, Charlottetown, Red Deer and many quite small centres.

2. Radio and television broadcasting are publishing.

Publishing is generally defined as "the act of making public—to make known to people in general, to promulgate". A publisher is "one who publishes or makes known". Synonyms are: to announce, proclaim, advertise, declare, promulgate, disclose, divulge, reveal. The fact that broadcasting is publishing is extremely important. It has become a basic means of communication of news, ideas and information. Ordinary development would have made this factor increasingly important. However, economics and the shortage of newsprint appear to be steadily reducing the number of printed publications available to the North American public, while the number of broadcasting stations has been, and is, rapidly increasing. This factor heightens the value of the electronic publication, or broadcasting, and underlines the necessity for having broadcasting operate in the same atmosphere that printed publishers now have and have had in democratic countries for nearly a century.

There are today in Canada 135 privately owned stations, and 19 Government owned stations. The Corporation which operates these latter 19 has absolute control of all the other stations. Yet no one would seriously suggest there should be 19 daily newspapers owned and published by a Government agency or that that agency should have absolute licence control of all the other daily newspapers and power to limit and censor the advertising and editorial content of the other daily newspapers.

We believe that the present situation exists partly because broadcasting is such a new art and partly because all Governments existing since broadcasting came into being barely a quarter-century ago, have been unable to pay proper attention to this situation, harassed as they were by war, depression and postwar problems.

In fact, the present amendments to the Broadcasting Act as embodied in Bill 17, whether one agrees with all of them or not, represent, in our view, the first serious attempt by a Canadian Government to give close regard to the broadcasting situation.

It took the printed forms of publication many weary years to establish their right to operate within the general framework of the law of the land free from arbitrary control. At various times, printed publications were licensed by either Church or State and control was exercised over the contents of their columns. (Says J. R. Bury in his "A History of Freedom of Thought".)

This reminds us of the significance of the invention of printing in the struggle for freedom of thought by making it easy to propagate new ideas far and wide . . . In France, King Henry II made printing without official permission punishable by death. In Germany, censorship was introduced in 1529, and in England, under Elizabeth, books could not be printed without a license and printing presses were not allowed except in London, Oxford and Cambridge; the regulation of the press was under the authority of the Star Chamber. Nowhere did the press become really free till the 19th century.

Indeed, it took a vigorous battle before the printed publications were allowed to report debates in the British House of Commons. We are not unmindful of the fact that the newest form of publication, the electronic form, will probably have to go through the same painful and lengthy battle to establish the principle of freedom of information for broadcasting.

3. Broadcasting channels do not exist until broadcast takes place.

The creation of more than one radio broadcast on one wavelength in the same area makes it impossible to appropriately receive either signal. Thus, if radio is to be used for broadcasting purposes and is to be satisfactorily received, only one transmitter in one locality should use a given wavelength at a given time. This introduces the question of deciding who may use it, and keeping all others off. Only the Government can perform this function satisfactorily.

This makes necessary the policing of the creation of electrical disturbances on individual wavelengths, which gives rise to the expression "use a certain wavelength". This expression creates the misapprehension that a wavelength is some physical object. But it certainly is not. There is no logical connection whatever between the physical policing of the creation of electrical disturbances and the context of the messages which these electrical disturbances are made to carry; in other words, the programme content of the broadcast.

There arises the fiction that the right to use a radio broadcasting channel is not a right possessing a real value, and that once it is in use it can be properly terminated without material damage requiring compensation. This simply does not correspond with the facts. Such might well have been approximately true at the commencement of broadcasting, as it was with regard to the right to use some pieces of land in North America in the days of Columbus. With the single exception of the fact that a radio channel is incorporeal, while land is corporeal, there is a very close analogy between the two from the points of view of use, benefit, public domain and overriding public interest including regulation, re-possession danger of monopoly and its prevention.

The use of and development of business upon a broadcasting channel requires substantial investment of capital, skill and human effort, resulting in

reasonable prospects for profits on future operation. It becomes an important factor in the distribution and sale of merchandise, it plays an important part in mass communications and provides a livelihood and reasonable business opportunities for many employees and managers. A valuable broadcasting business is almost entirely the creation of a competent proprietor and his competent staff.

While experiences differ, the development of a successful broadcasting business under expert management to the place where it occupies its full place in the market, has an experienced staff, and produces its full quota of business on a profitable basis, usually requires about six years.

Having created the business the proprietor and his staff should have security of tenure under the law as enforced in the Courts.

COMPARISONS

Radio Channel

An Incorporeal Right.

Founded on a Grant from the Crown.

Grant for a short term subject to limitations, provisoies and conditions.

Exclusive use required for enjoyment.

Exclusive use depends upon legal authority, plus law enforcement.
Possesses real but varying market value.

There is a shortage of the most desirable, and the most desirably located Broadcasting Channels and these have value, but there are Channels so undesirable and so undesirably located that they go begging and are not used.

May be and usually is used for personal business purposes of the occupant.

If overriding public interest requires the use of privately owned Broadcasting Channel for some other use (Government Broadcasting, other communications purposes, etc.) the public, through their Parliament, on equitable terms, could expropriate the private owners and make the Broadcasting Channel available for such new purposes in accordance with the general public interest.

The use of Broadcasting Channels could be regulated by the Common and Statutory laws-of-the-land enforced in the regular Courts. This is so with regard to newspapers, magazines, pamphlets, public halls, etc.

It should be recognized that the possibility of monopoly is a real public danger and the laws to deal with monopolies should if necessary be improved and when necessary be applied to protect against this danger.

Block of Real Estate

A Corporeal Right.

Founded on a Grant from the Crown.

Grant in perpetuity subject to limitations, provisoies and conditions.

Exclusive use required for enjoyment.

Exclusive use depends upon legal authority, plus law enforcement.
Possesses real but varying market value.

There is a shortage of the most desirable and the most desirably located land and this has a high value, but there is land so undesirable or so undesirably located that it goes begging and is not used.

May be and usually is used for personal business purposes of the occupant.

If overriding public interest requires the use of privately owned land for some other use (highways, communications, parks, reservoirs, etc.) the public, through their Parliament, on equitable terms can expropriate the private owners and make the land available for such new purpose in accordance with the general public interest.

The use of land is governed and regulated by the Common and Statutory laws-of-the-land enforced in the regular Courts.

It is recognized that the possibility of monopoly is a real public danger and laws to deal with this danger have been devised and are being improved.

4. Broadcasting Is Not A Natural Monopoly.

The principal characteristic of monopoly against the public interest is that the customer is denied other sources of supply and is denied the benefit of competition for his patronage. This does not exist in broadcasting. The radio listener has the advantage of intense competition between broadcasters for his favour. No broadcaster can prevent the listener from listening to another station instead of to his own. All broadcast listeners have a free choice of several broadcasting stations which they may listen to, and most listeners in Canada have a choice of a dozen or more broadcasting stations which they may listen to.

The fact that in many small cities and towns there is only one broadcasting station, and in small villages no broadcasting station, is not significant in this regard because listeners even in the smallest villages and in rural areas may listen to several or several dozen broadcasts of their own choice.

All advertisers enjoy the benefit of keen competition for their patronage. It is also true that every advertiser has several methods of advertising. The great majority of advertisers have a choice of several broadcasting stations. The small local advertiser in the smaller city or town may have only one local radio station on which he may commercially advertise his wares, but he also has daily and weekly newspapers, billboards, direct mail and other methods of advertising, all of which vigorously and openly compete for his business.

In 1950, when the last North American Regional Broadcasting Agreement was signed there were some 3,000 radio broadcasting stations in America in the official standard band list. In the United States alone there are additionally some 700 frequency modulated broadcasting stations and engineers indicate there is room for at least 3,000 more F.M. broadcasting stations. The Chairman of the Federal Communications Commission in the United States forecast that within ten years there will be more than 2,000 television broadcasting stations in the United States. (See Appendix "C").

It is obvious that there are impediments and difficulties in the way of starting either a radio station or a newspaper. The troubles with regard to radio stations are finance, acquiring a license, obtaining good programs, developing a competent staff, developing sufficient paid business. The principal impediments in the way of newspaper publishing are finance, acquiring plant machinery and equipment, acquiring a supply of newsprint (which at the moment might be impossible) getting a news service, acquiring a sufficient and competent staff, developing enough business to pay the costs and make a profit.

The record shows that the number of radio broadcasting stations has been increasing; the number of newspapers decreasing. It is just not true to say that anybody can start a newspaper, but virtually no one can start a radio station and that because of this some bureau of government must control the programs of all radio stations.

This fact was recognized *when the ideas were placed in their proper perspective*, by the majority report of the Massey Commission. On page 276 the Massey Commission says this:

The state, having the right and the duty of issuing licences must impose certain conditions on radio broadcasting.

Yet on page 293 dealing with the use of broadcast channels for facsimile broadcasting the Massey Commission says: Such conditions can and should be

limited to the technical control necessary to ensure that broadcasting channels for the purpose are equitably and efficiently assigned.

In dealing with facsimile broadcasting the members of the Commission were viewing the fundamental problem in the proper perspective.

The necessity to police wavelengths to avoid mechanical interference does not require and does not justify control of programme content, in other kinds of broadcasting any more than it does in facsimile broadcasting.

5. Public opinion favours private radio.

Independent public attitudes studies show that the trend of public opinion is overwhelmingly in favour of placing all broadcasting under private management. The latest of these public attitudes surveys is attached hereto as Appendix "A".

6. The public majority prefers private station programmes.

All surveys, however taken, show a marked preference on the part of the great majority for the programmes offered by the privately owned stations in Canada. Attached as Appendix "B" are survey figures proving this statement.

7. Broadcasting is a means of mass communication, not a public utility.

Mass communication is communication by any means intended to be received by the public. Mass communications began with the stump speaker, but have come to include public lectures and addresses of all kinds, newspapers, magazines, bulletins, pamphlets, books and, more recently, radio broadcasting and television. Because the battle for freedom of mass communication was fought and won by the public at a time when newspapers were the principal medium of mass communication, the resulting freedom came to be referred to as "freedom of the press". But the "Freedom of the Press" scroll composed, printed, distributed and prominently displayed by the daily newspapers of Canada points out that freedom of the press is not a privilege enjoyed by newspaper publishers but is part of a wider freedom of all persons to speak their minds frankly, without fear.

Radio broadcasting is the dissemination of auditory and visual stimuli intended to be received by the public, and does not include point-to-point communication. Radio broadcasting, like newspapers and magazines, is mass communication and is not a public utility.

The object to be attained is the most acceptable service to the public in the field of information, entertainment and business promotion. Information includes news, views and discussions of matters of public interest. They also include matters which are personal, political, educational and commercial.

A complete definition of *Public utility* does not seem to exist, but partial definitions appear as follows:—

Century Dictionary—

"Utility—the state or character of being useful, a public service such as streetcar or railroad line, gas, light or electric light system or the like (public utility)".

Halsbury's Laws of England, 2nd ed. vol. 20, P. 296, f. ns. (h) and (g)—

"A public utility company is any company—carrying on any such activity as—to construct, work or carry on any gas, water, electricity, tramway, hydro-electric power, dock, canal or railway undertaking".

Halsbury's Laws of England, 2nd ed., vol. 32, P. 333, f. n. (p)—

"The expression public utility undertaking means an undertaking for providing or improving communications, drainage or irrigation, or for providing power, lighting or water".

Public Utilities Act, R.S.O. 1937, Ch. 286, sec. 1.

"Public utility or public utilities shall mean water, artificial or natural gas, electrical power or energy, steam and water power" and Sec. 61 adds

"A railway, an electric railway or an incline railway and telephone systems or lines".

Under these definitions point-to-point radio communications would probably be a public utility. But these do not fall within the definition of radio *broadcasting*, which along with newspapers, the periodical press, television and facsimile, is clearly publication within the field of mass communications.

8. *Freedom of mass communication is essential to democracy.*

The freest possible mass communication, including radio broadcasting, is an essential right of a democratic population to inform and be informed. Centralized domination of mass communications is not in the interests of free citizens. Any medium of mass communication should operate within the framework of the general law of the land and not be subject to specific controls which limit its freedom as a device for purveying information.

9. *Broadcasting controlled.*

Broadcasting stations in Canada today do not operate within the framework of the general law of the land as do all other forms of publication. On the contrary, they operate under very strict controls imposed in part by the Radio Act, in part by the Broadcasting Act and in part by regulations made under these Acts—regulations which have the force of law. One of the bodies empowered to make these regulations is the Canadian Broadcasting Corporation. The Canadian Broadcasting Corporation is a tax-free, subsidized government-owned operation which competes with privately owned stations for audience and for business and at the same time has the complete power to control the programs of the private stations.

10. *C.B.C. controlled.*

Appropriate sections of the Radio and Broadcasting Acts clearly demonstrate that the Canadian Broadcasting Corporation is under complete control of the executive arm. The executive arm controls appointments to the C.B.C.'s Board of Governors, its funds, financing, loans and grants, appointment of its General Manager, and these are key activities. This lack of adequate insulation from domination and control by the executive arm of Government has no provision for preventing some future executive from fully exercising that power in any manner.

We believe that understanding of the facts set out above is essential to intelligent discussion of present broadcasting problems in Canada.

SECTION 2

THE NATURE OF THE PROBLEM

A. *The Massey report*

Following are quotations from the report of the Massey Commission:—

Page 26—"Experience proved, however, that these stations (the privately owned stations) could perform important services as part of the National system of broadcasting. Their local advertising business, profitable to themselves, is useful to the business community. Their services to the public are indisputable..."

Page 33—"In public sessions and in private communications people have spoken with gratitude of the work of local stations, especially those serving isolated areas". Footnote on Page 412 item 18. "It would be invidious to refer to individual stations, since this commission has received some 400 letters from all parts of Canada paying tribute to the community work of local broadcasting stations".

Page 34—"Private stations contribute at the local level in a way that the C.B.C. can never hope to do, simply because the C.B.C. staff is not in on all the little things that vary from one community to another, but which each community nevertheless wants to hear about."

Page 40—"Of the friendly services of the private stations to the public we have abundant evidence, and these services help to justify the continued existence of such stations in our national system."

Page 281—"It soon appeared, however, that these pioneers in the field of radio broadcasting had made a place for themselves in their own communities and that they could perform important *national* services."

Page 290—"It seems to us desirable that the licences of private stations should not be subject, even in theory, to the possibility of sudden and arbitrary cancellation."

Page 288—"At the same time we recognize the important role of the private stations, both past and present, in Canadian broadcasting, and we consider it particularly desirable that persons engaged in an essential *national* service should have the full assurance of justice which is indeed the right of every Canadian citizen."

Since all members of the Massey Commission thus recognized the valuable services rendered by the privately owned stations, their important place in the community and the high regard in which they are held, we find it impossible to understand why they failed to recognize the necessity for an independent regulatory body for broadcasting in Canada, which one member of the Commission, Dr. Arthur Surveyer, referred to as "as matter of elemental equity".

The recommendations of the Massey Commission, taken together, place in government hands a powerful group of government agencies with vastly increased expense, which include sound and television broadcasting, motion pictures and promotional services—a vast machine to control the thinking of the nation. (See Appendix "D").

In fact, it is obvious that the majority report of the Massey Commission did not at any point come to grips with the essential nature and requirement of mass communications in their present forms; the essential requirement of greatest possible freedom from bureaucratic control of the media of mass communications in the successful operation of a modern democracy. (See Appendix "D").

B. Rights of Appeal

In spite of this, it is obvious that the majority report reflects some uneasiness over present conditions in Canadian broadcasting. On page 289, para. 49, the majority report recommends some right of appeal. However, it goes on to say:

"On the one hand the right should not disturb the C.B.C.'s control of any responsibility for Canadian Broadcasting. On the other hand . . . substantial injustice could be redressed."

Obviously, an effective right of appeal on a matter of substance is a logical impossibility under these circumstances. If the C.B.C.'s control is not to be disturbed, and if the C.B.C. makes a decree in the exercise of control, there could be no successful appeal because an appeal, if successful, would disturb the C.B.C.'s control.

On page 289 the majority report of the commission recommends:

"That persons engaged in radio broadcasting in Canada . . . affected by a . . . decision of the Board of Governors of the C.B.C. . . . be granted the right of appeal to a Federal Court against substantial miscarriage of justice."

If the C.B.C. have complete power to control all decisions arrived at in the exercise of that control will come strictly within their statutory power and must, by definition, be just. The due exercise of the power to control granted by statute cannot constitute miscarriage of justice. This recommendation is for relief against miscarriage of justice, not for relief against program hardship or unfairness, or limitations to business opportunities or financial hardship or damage, but only for a situation which by definition, cannot arise, where controllers merely exercise their statutory power.

In short, the suggested relief is meaningless in practice.

C. *The Minority Report*

The minority report filed by Dr. Arthur Surveyer came to grips with the fundamental and basic problem of preserving freedom of information in new forms of mass communications. The sound arguments and the impelling reasons for a separate regulatory body given in the minority report are nowhere gainsayed in the majority report.

On page 395, Dr. Surveyer says:

"Ever since the writing of the American Constitution, it has been recognized that no single body could be entrusted with legislative, judicial and executive functions. Yet this is what the Governors of the Corporation have to do. They have drawn up a set of regulations (some of which they ignore such as that against broadcasting news already published by a newspaper); they act as judges and decide upon pecuniary disagreements between members of their own staff and the private broadcasters; they are charged with the administration of the budgets of the Canadian Broadcasting Corporation, the international service (and of Television in the near future) involving yearly expenditures which threaten to reach \$20,000,000 within the next two or three years. The Canadian Broadcasting Corporation, freed from its legislative and judicial functions, could concentrate on the operation of its broadcasting stations and of its three networks and on the production of better and more varied programs for radio as well as for television in accordance with suggestions made by the new Control Board."

Later on page 398, Mr. Surveyer makes this comment:

The tasks ahead are so important, varied and conflicting that they could not be carried out by a single body.

We think it important to recognize the fact that it is the public interest alone that should be paramount in all matters relating to mass communications. This fact has frequently been ignored in discussions on the broadcasting problem.

D. *Matter of Principle*

Arguments for or against a separate regulatory body; and for freedom of broadcast publishers to operate within the framework of the general law of the land, have all too frequently been based on the strengths or weaknesses, the assets or the liabilities, of either the C.B.C. or the privately owned stations. We suggest that this is an entirely different subject.

The basic point is that the experience of long years has taught us that in a democracy the printed form of publication must be free to provide information and opinion subject only to the prevailing, understood law which governs all citizens and which is subject to third party judgment. Broadcasting, as we have pointed out, is becoming an increasingly important form of publication, and we believe that the acquired wisdom of the past hundred years should be applied to this important new device for mass communications.

E. Subsidiary Matters

However, since irrelevant arguments have at various times and at various points been introduced into the discussion, we should like to briefly refer to these.

The assertion is frequently made that broadcasting is a natural monopoly. The Massey Report itself falls into this error where, on page 276, it says:

Throughout the world these channels are recognized as part of the public domain.

This statement seems reasonable at a quick glance. But what broadcasting consists of does not seem to bear any resemblance to public domain, which seems always to have referred to physical property of one kind or another. (See Appendix "F"). In the absence of actual broadcasting, the so-called broadcasting wavelength has no existence whatever. Broadcasting consists of creating an electrical force by the transmutation of some kind of energy into this form. It is exactly the same as creating a sound at given pitch by transmuting some other form of energy into suitable vibration of some physical object. In the absence of sound making, no sound exists. How can it be said, then, that a non-existing electrical disturbance is part of the public domain?

As we have already pointed out in our statement of basic facts, virtually every Canadian listener has a choice of five or six broadcasting stations. Most Canadian listeners can choose from upwards of twelve stations. Nor is the listener compelled to depend upon any broadcasting station for his news or information.

There are in Canada today less than 90 daily newspapers but more than 135 privately owned broadcasting stations. Indeed, no business in North America today is more fiercely competitive than broadcasting. The actual situation in broadcasting is so far from monopoly that it is amazing that the references made in this connection could ever for a moment have been accepted by those who unthinkingly made them.

The statement has been frequently made that, were it not for the creation of the Canadian Broadcasting Corporation, broadcasting in Canada would have become dominated by United States interests. It is not usually the custom to accept arguments based on "if...might have been".

The fact is that Canadian privately owned broadcasting was never at any time dominated by United States interests, nor did the threat exist. We submit that the owners and operators of privately owned stations are just as loyal and patriotic Canadian citizens as any other similar body of men in the country. It is significant that in 1929 when radio was immature and undeveloped and when radio advertising was unprofitable, only four of the existing 62 privately owned stations received any programs whatever from United States sources.

It is an indisputable geographical fact, and one not created by broadcasters, that Canada is immediately adjacent to the United States. It is equally true that the United States, being a more populous and wealthier country than our own, can create and support more expensive and, in some cases, more attractive programs. These facts constantly make Canadian broadcasting difficult for both the private operators and the Canadian Broadcasting Corporation. Both are compelled to live with the reality that the majority of Canadians can hear United States stations and that even to this day reasonably substantial segments of them listen occasionally or regularly to United States broadcasts.

The Canadian Broadcasting Corporation has not been able to ignore this reality—a fact which was recognized by Dr. Arthur Surveyer who on page 385 of the Massey Commission report, says this:—

The creation of an independent regulatory body was opposed by the voluntary Associations which do not realize all the implications of the Broadcasting Act, but fear that any change in the status quo might reduce the number or lower the quality of the Canadian Broadcasting Corporation's programs in which they are particularly interested. These voluntary Associations also fear American programs and their advertising, *not realizing that the Canadian Broadcasting Corporation is the sole importer, practically, of American programs which are brought into Canada over land lines rented from the telegraph companies.*

It is apparently not generally realized that the bulk of the better-known United States programs are brought into this country by the Canadian Broadcasting Corporation and released on its networks to its own stations and to affiliated privately owned stations, whereas only four of the 135 privately owned stations have direct United States connections, and three of these are casual and irregular.

In this connection, we should like to point out that, as far as we can ascertain existing legislation does not require that members of the C.B.C.'s Board of Governors or the Directors of privately owned stations should be Canadian citizens. With deference, we suggest that amendments to appropriate legislation might be made which would require that members of the C.B.C. Board of Governors and the Directors of privately owned stations must be Canadian citizens by birth or naturalization.

There have been advanced the twin arguments that a separate regulatory body would either weaken the Canadian Broadcasting Corporation or merely duplicate existing forms of regulation. Both these arguments have, of course, ignored the importance of broadcasting as a medium of mass communication and failed to take into consideration the paramount nature of the public interest rather than the interests of either the privately owned broadcasters or the Government agency which is competitor with and regulator of these stations.

On this point, Mr. Arthur Surveyer comments on page 396 of the Massey Report:

As explained above, there would be no duplication under the suggested arrangement; each body, the Corporation and the new Control Board would have definite and separate functions to fulfill. The three Directors of the Corporation, who might be three of the present Governors, would have the duty, as representatives of the taxpayers, to attempt to keep expenditures within reasonable limits. It is very difficult for part-time Governors to resist the enthusiasm and persuasion of a full-time Chairman, steeped in the technicalities and in the details of the agency which he directs. It is logical for the head of an organization, be it privately or public-owned to have the tendency to expand its activities as much as possible in order to increase the usefulness and the importance of his organization. This should not be taken as an arraignment against the present able and persuasive Chairman of the Canadian Broadcasting Corporation, but solely as a recognition of a legitimate ambition common to all energetic chiefs, but which nevertheless must be held in check, particularly when the money of the taxpayers is involved.

And on page 398, paragraph 43:

My colleagues in their paragraph 37 have the following comments anent the suggested Control Board: "But it may be argued such a body would have the power to improve but not to destroy. It could concern itself with the progress of public and private stations and strive for the improvement of both in the public interest. The theory may sound

plausible but we doubt very much whether it would be effective in practice". The opinions of Messrs. Overstreet and Seldes quoted above and the arguments developed in the preceding paragraphs indicate that the tasks ahead are so important, varied, and conflicting that they could not be successfully carried out by a single body. There is a great amount of work to do for both the Canadian Broadcasting Corporation as operator of an important broadcasting system and for the suggested Control Board as an arbitrator between the C.B.C. and the private broadcasters and in inspiring both privately and publicly owned stations in the matter of developing adequate programmes. I do not share the view expressed by my colleagues at the end of their paragraph 38 to the effect that "the completely separate regulatory body contemplated must treat all alike". Obviously the new Control Board would be bound to require a higher standard of programmes from the publicly owned stations than from the privately owned stations since the last named have to earn a sufficient revenue to cover expenses while the C.B.C. does not have to worry about making both ends meet since the Government is there to shoulder the deficits. I believe that the Control Board suggested would greatly improve the present situation not only from the paramount necessity of meeting out justice to the competing parties but also from the equally important problem of increasing the variety of the programmes as well as raising their standard throughout Canada.

TELEVISION

All the comments and suggestions we have made above equally apply to television, the newest extension and visual form of the broadcasting art. Additionally on this point we should like to quote the remarks of Dr. Arthur Surveyer as recorded on page 405 of the Massey Report: (Emphasis ours).

The Canadian Broadcasting Corporation has refused up to now to grant licences for television to the private stations, save on condition that two normally rival stations would associate. This is a surprising condition and I do not see why the private stations should not be permitted to venture money in telecasting if they have the courage to do so. Very recently, the province of Quebec has decided to grant to the Canadian Broadcasting Corporation permission to build a transmitting television tower on the mountain of Montreal, providing it does not exercise a monopoly. The decision has been, at first, interpreted as permitting the private stations to utilize the mountain site for telecasting purposes just as the Canadian Broadcasting Corporation. But it has been pointed out that the private stations cannot take advantage of this privilege until the Canadian Broadcasting Corporation recommends the granting of video licences to private stations in Montreal. A recent study completed in the United States, by the Association of National Advertisers, estimates that in large centres, "each radio home that installs TV has lost 83% of its evening potential for the radio advertiser." The report contends "that TV practically wipes out A.M. night-time listening in radio homes." This reveals *why the private stations are so anxious to obtain television licences immediately*. They fear that if the Canadian Broadcasting Corporation begins telecasting before they are allowed to televise, it will take away from their stations most of the night radio audience, thus causing them to lose some of their most valuable advertisers. The situation is the same in Toronto as in Montreal, and in any other city where the Canadian Broadcasting Corporation might get the jump on its competitors by beginning to telecast months before the granting of TV licences to the private station.

The simple fact is that the introduction of television will unquestionably cripple and may destroy A.M. broadcasting as it now exists. Consequently, to refuse existing non-Government A.M. operators permission to enter into television is simply an indirect way of expropriating their businesses or cancelling their licences.

Operators of non-Government A.M. stations in Montreal, Toronto, Ottawa, Windsor, Hamilton and New Westminster, B.C. have indicated their willingness

We would, with respect, urge that this Committee recommend equal and their desire to immediately enter the television field. opportunity to enter the television field for properly qualified citizen applicants.

The entry of such applicants into the television field would provide television in many areas other than Toronto and Montreal and at no cost to the taxpayers or the public treasury.

SECTION 3

AMENDMENTS TO BROADCASTING ACT

Certain of the proposed amendments to the Broadcasting Act vitally concern the operations of privately owned stations, and we should like, with respect, to comment on these.

A. Use of Talent

First of these is a proposal to add to sub-section 1 of section 22 of the Broadcasting Act a paragraph reading as follows:

(f) To promote and ensure greater use of Canadian talent by the Corporation and private stations.

We do not suggest that the Government or this Committee can possibly be fully acquainted with all the problems facing the broadcasting industry, although there may be some value in consultation concerning these before steps of the nature suggested are taken.

The privately owned broadcasting stations came into being at a time when many of the organizations with whom they must do business were already powerfully entrenched, experienced organizations and some of these have long been in a position to make substantial demands upon the incomes of broadcasters.

The privately owned broadcasters already pay to the Canadian Broadcasting Corporation, through the Department of Transport, a transmitter license fee which is roughly equivalent to 1% of their gross revenue.

They made substantial copyright payments and are currently confronted with a demand for an increase of approximately 300% in these.

Salaries, wages, talent fees and employment conditions, including medical insurance and pension plans, of the broadcasting industry compare favourably with those of any other industry in Canada and represent heavy expenditures. To add to all these, another percentage for so-called "live talent" might easily wipe out the profit position of many stations.

It is suggested that privately owned stations do not make full use of what is referred to as "local live talent" and that the Canadian Broadcasting Corporation should have the power to compel greater use of this. Mr. Arthur Surveyer goes straight to the heart of this matter in his comment on page 387 of the Massey Report when he says:

In order to appraise judicially the services rendered by stations owned by the Canadian Broadcasting Corporation and those rendered by the private stations, it is necessary to differentiate between the functions which the Broadcasting Act imposes on the C.B.C. and the limitations

which financial necessities place upon the activities of the private broadcasters. No private station could carry on a programme policy such as that of the Canadian Broadcasting Corporation or such as requested by some of the Associations without running into financial difficulties.

The fact is that in our present economy, any person with reasonable talents or reasonable willingness to work finds no difficulty securing employment. This situation is equally true of good entertainers who have no difficulty in finding more employment than they can handle. (See Appendix "E".)

In fact, the sole monopoly existing in broadcasting today is the network monopoly of the Canadian Broadcasting Corporation, which has effectively discouraged the development of Canadian talent. This has created a situation in which there is virtually no competition for talent, since it must either work within the terms established by the C.B.C. at C.B.C.'s prices or have no field in nation-wide Canadian broadcasting.

There has been a continuous effort in Canada to force privately owned stations to employ larger amounts than now of live talent. This talent, when it is of the calibre that deserves and gets public acceptance, has no problem finding employment. The situation would be no different from that of a writer employed in the newspaper field. If the writer has the talent and the ability and the price is right, the writer is employed. But no one suggests that newspapers be forced to throw out feature writers to give work to some aspiring columnist who neither has ability nor talent but simply the desire to get his name in print. A publisher who operated on this basis would soon be out of business.

The Canadian broadcasting station must compete for listening acceptance with network radio and with U. S. stations. A network programme carried across Canada is reaching a potential of more than 14 million people, yet the broadcaster in any given city attempting to put on a live talent programme must have talent equally acceptable to his audience as is that appearing on the network production. Usually this is not economically feasible. To spread cost over a potential of 14 million people and over some 30 or 40 stations is sound. The programme costs the same when used by one station in one area, if it is to hold listeners; and this is obviously impossible. Talent is in fact now used almost to the limit of its availability and of economics. The only way to increase the use of talent is to afford greater facility for training and to permit the privately owned stations to form competitive networks.

Broadcasting should not be forced to subsidize those who desire to become artists but who have neither the talent nor the ability, any more than any other industry should be obliged to subsidize people.

The C.B.C. has used its power of control to a great extent in this connection. Its controls governing use of live talent generally select those periods where local stations are compelled to do live programming at times when the peak programmes are being carried on C.B.C.'s networks. This naturally puts the local station at a tremendous competitive disadvantage. It means that little, if any, advertising can be sold at that period. It means that the station must, out of its own revenue, employ this talent for non-productive purposes. This is certainly not in the public interest and it is unlikely that it is in the interest of talent. This is really an entirely new form of feather-bedding with the sanction of a regulating body.

It should also be pointed out that the best talent has a natural tendency to gravitate towards the larger centres such as Montreal and Toronto. While money is an important motivating force with entertainers, the lure of the bright lights, applause and the opportunity to "make the big time" are equally potent motivating factors. That talent which remains behind is rarely, if ever, of the calibre that would hold an audience over a period of time. Generally, it is also part-time talent, that is, people who have ordinary jobs in the day-time but wish to supplement their income by working as entertainers at night.

In connection with the employment of talent, it should be noted that the C.B.C. receives a subsidy of several million dollars a year to produce sustaining programmes of this type amongst other services, whereas the privately owned broadcasting stations receive no subvention whatever.

Those performers whose talents are heard by means of recordings and transcriptions are frequently very highly paid for their services, the payment taking into account the fact that this electronic form of syndication will permit their performance to be repeated many times.

The additional grant proposed for the Canadian Broadcasting Corporation represents in part a subsidy for the use of certain talent. As taxpayers, the privately owned broadcasters are contributing to that subsidy. They also contribute in carrying C.B.C.'s sustaining programmes at no cost and their commercial programmes at greatly reduced rates. We suggest it is unfair to require one single industry to contribute a fourth time.

B. Added Controls

It is also suggested that there be added to the Broadcasting Act a section reading:

- (g) "Requiring licensees of private stations to furnish to the Corporation such information in regard to their programme activities as the Corporation considers necessary for the proper administration of this Act."

We should like to point out that the wording of the above proposed paragraph is extremely wide and may possibly be construed as giving the Corporation power to make a regulation requiring licensees of private stations to submit their financial statements. If such is not the desire of Parliament we submit with respect that it should clearly say so.

The Corporation now has available all information from stations, with the single exception of financial statements. Under existing C.B.C., regulations:

3. (h) Each station must maintain a programme log.
3. (5) Retain records for a period of one year and keep same open for inspection by a representative of the Corporation.

Further, each station:

5. (a) Must file each week with the Corporation an advance copy of programme schedule for the following week.
 - (b) A true and complete copy of its programming logs not later than seven days following the operation said logs record.
- (14) Moreover, representatives of the Corporation may acquire production of material to be broadcast before any broadcast is arranged to take place.

There also exists a regulation (18) concerning the extent of use of mechanical reproductions.

The financial statements of the stations could not conceivably add to the knowledge the Corporation already has or may secure under existing regulations of the *programming* activities of privately owned stations.

Regulation 31. A. (f) made under the Radio Act 1938 provides that each *Private Commercial Broadcasting Station Licensee* may be required by the Minister of Transport to produce its financial statements. This regulation reads:

"The Minister may require periodic or other returns to be made by the licensee of the revenue, profits and expenditures of the station, and any other information required by the Minister for the purpose of this Regulation and to ensure that such station is operated in the national interest and for the benefit of the community in which it is located."

Such power is in fact exercised and each private commercial broadcasting station licensee does file his financial statement. Thus the Minister may ascertain if the station is "operated in the national interest and for the benefit of the community in which it is located."

We urge upon you that it would be unfair to require one group of businessmen to submit their financial statements to a body directly in competition with them for both audience and business. It has long been an accepted principle that income tax returns filed with the proper Departments of Government are completely confidential to that particular department, and as a matter of policy are not released to any other Government Department for any purpose whatever. We believe that it is a sound principle that should not be violated in the case of the broadcasting stations.

It should be borne in mind that not only will the broadcasting stations be required to file their financial statements with the Income Tax Departments as all other businesses do, but with the Department of Transport and, for the third time, with a body which is not only their regulator but their competitor. We submit that this would be extremely unfair and unsound and urge that the proposed amendment be so worded as to specifically exclude the possibility of the Canadian Broadcasting Corporation using the section to require privately owned stations to file with the Corporation their financial statements.

Appeal Amendments

Since broadcasting is publication; it should operate within the framework of the general law of the land as has been found proper with older forms of publication. This objective cannot be achieved without the creation of a separate regulatory and/or licensing body.

Without varying from the foregoing, we should, however, like under existing circumstances to submit with respect the following views on other proposed amendments to the Broadcasting Act.

It is proposed to amend sub-sections 6 and 7 of section 22 of the Act. Under existing circumstances we believe there is merit in a change which grants a licensee a hearing before any suspension order is issued by the Corporation for non-observance of the regulations or to determine if there has, in fact, been a violation of the regulations.

Under existing circumstances we believe there is merit in the provisions suggested in sub-section 7 to provide for appeal to the Exchequer Court under the stated circumstances. We feel, however, that the sub-section should be modified so as to permit:

1. Direct appeal to the Exchequer Court instead of appeal by leave of a judge of the Exchequer Court.

2. Appeals not restricted to a question of law arising out of the making of the suspension order; or against such order itself inasmuch as it may constitute a miscarriage of justice or may otherwise be illegal.

3. Extension of the appeal to the Exchequer Court without leave of the judge as recommended by the Massey Commission in the following terms:—

"(e) That persons engaged in radio broadcasting in Canada directly and adversely affected by a final decision of the Board of Governors of the C.B.C. on any matter in which this Board has final authority be granted the right of appeal to a Federal Court against substantial miscarriage of justice."

There may be final decisions made by the Corporation other than a suspension order which may directly and adversely affect persons engaged in radio broadcasting in Canada. For instance, the adoption of a regulation which

would be outside the scope of powers granted by Section 22 of the Act, since a regulation is akin to a final decision and may in practice have the effect of a final decision.

As stated in the Massey Report, page 289:—

“... we feel that the honest and impartial administration of its (C.B.C.’s) regulations should be guaranteed by the right of appeal to a Federal Court. . .”

“... it should provide a means whereby substantial injustice could be redressed. . .”

No more than the members of the Massey Commission do we suggest that the administration or regulation is partial or dishonest, but we feel that the right of appeal should be more generous than that which is suggested by the proposed amendment.

We welcome Section 8.

We do not, however, believe that even the further amendments suggested above bring about a situation wherein broadcasting is free to publish only under the established law of the land.

SECTION 4

SUMMARY

We have pointed out that broadcasting is a form of publication, has become a very important part of the media of mass communications and, in all its forms, is increasing its importance in that field.

We have pointed out that all other forms of publication operate within the general framework of the law of the land—the law which applies to all citizens—and may have any dispute between them and any other persons settled by 3rd party judgment.

We have pointed out that the experience gained over the years in other fields of mass communication has not yet been applied to broadcasting. Instead, broadcasting stations themselves and everything they publish remains under strict control by a Government agency, the Canadian Broadcasting Corporation, and that the Government agency is itself not under the direct control of Parliament but of the executive arm of any Government that may happen to exist.

We believe that regulations applied to broadcasting should be for only the required technical purposes so that order may be maintained on the air-waves, and that broadcasting should not be subjected to controls which do not apply to any other form of mass communication.

With respect, therefore, we recommend:—

1. THAT, as at present, the Department of Transport continue to license and police the use of what is generally referred to as a broadcasting channel.
2. THAT, as at present, there be provided a reasonable number of channels for the Canadian Broadcasting Corporation’s subsidized Government service.
3. THAT all other physically usable channels be offered to citizen applicants for general non-subsidized use.
4. THAT there be complete elimination of the radio licence fee which is a tax on knowledge, a tax on the right to listen and therefore a serious limitation on a very fundamental right.

5. THAT non-subsidized, non-government licensees of channels, have security of tenure subject to compliance with the general framework of the law of the land, including equitable expropriation where the public interest may require this.
6. THAT there be eliminated control of news and other programmes over non-C.B.C. stations by a Government agency as at present, and that there be substituted therefor revised laws as at present applicable to printed publication for appropriate legal regulation of broadcasting, including appropriate penalties for infractions and providing rights to individuals to recover legal damages inflicted.
7. THAT there be eliminated the present system under which a Government agency, itself under control of the executive arm, is simultaneously competitor with and regulator of non-Government stations and combines within itself executive, legislative and judicial powers. That there be substituted therefor freedom for broadcasting stations to operate under the law, necessary powers of review and regulation being embodied within a separate regulatory body not connected with any broadcasting system.
8. THAT persons engaged in broadcasting or telecasting in Canada be granted the right to notice of consideration by such a Regulatory Board of matters directly affecting them, and the right to full opportunity to be heard in such matters in person or by Counsel and to a public hearing on request.
9. THAT properly qualified citizen applicants be permitted to provide television service in any area of Canada immediately.

We believe adoption of these recommendations would permit important improvements and extensions of broadcasting service to Canadians. They would give Canadians television service in many areas; would permit improvement and expansion of programme service and standards and permit the Canadian Broadcasting Corporation, through concentration of effort, to further improve its programme standards, particularly in the sustaining and minority audience fields.

APPENDIX "A"

**"CANADIAN ATTITUDE TOWARD OWNERSHIP-MANAGEMENT
OF THE RADIO INDUSTRY"**

THE RESULTS SHOW

Those Canadians who would prefer:

Date	(a) All private ownership and operation	(b) All government ownership and operation	(c) Part private and part government ownership and operation	(d) Don't know
Sept. 1944.....	44·0	36·0	14·0	6·0
Dec. 1944.....	52·0	27·0	15·0	6·0
May 1945.....	45·6	28·2	11·4	13·7
Dec. 1945.....	42·5	26·7	15·9	15·3
July 1946.....	45·5	29·7	10·3	14·5
Feb. 1947.....	57·8	24·1	12·1	6·0
Dec. 1947.....	59·6	21·6	9·6	9·2
May 1948.....	55·0	24·0	12·6	8·4
Dec. 1948.....	55·5	21·8	15·4	7·3
July 1949.....	58·1	19·8	15·6	6·5
Dec. 1949.....	60·2	20·0	11·7	8·1
June 1950.....	60·1	18·6	14·2	7·1
Dec. 1950.....	60·0	18·2	14·4	7·4
July 1951.....	59·1	18·9	14·9	7·1

Continuing Elliott Haynes Ltd. Survey (National sample)
 "Canadian attitude toward ownership—Management of the radio industry"

(APPENDIX "B")

CANADIANS PREFER THE PROGRAMMES OF PRIVately OWNED STATIONS

Station preference Figures

Attached are figures showing station preferences of Canadians for key cities in all parts of the country, for the months of April, May, June, July, August and September, 1951.

These figures are the result of regular verified surveys by the independent research firm of Penn McLeod Associates Limited of Toronto and Vancouver. All other survey figures show the same results.

The striking preference of Canadians for the programmes of privately owned stations is clearly shown. Privately owned stations obtain greater audiences even when they operate at much lower power than competitive C.B.C. stations, or on less easily reached frequencies, or without the top U.S. network shows that the C.B.C. leans so heavily upon.

STATION STANDINGS

Base:Radio Homes

PENN MCLEOD STATION RATINGS

—	—	—	Apr.	May	June	July	Aug.	Sept. 1951
Halifax, N.S.....	CBA-H (CBC)	Day	19.3	19.8	19.3	19.4	19.0	11.9 Morning 23.2 Afternoon
		Night	14.2	15.8	15.9	14.1	13.2	12.9
	CHNS	Day	38.7	40.3	40.2	38.4	37.1	39.6 Morning 35.7 Afternoon
		Night	40.5	40.2	39.8	39.0	40.0	41.0
	CJCH	Day	37.3	39.2	40.1	41.4	42.2	47.3 Morning 39.1 Afternoon
		Night	42.1	43.2	43.8	46.2	44.9	44.2

NOTE.—CJCH must program against top network shows with no network.

SPECIAL COMMITTEE

STATION STANDINGS—Continued

Base: Radio Homes

PENN MCLEOD STATION RATINGS

—	—	—	Apr.	May	June	July	Aug.	Sept. 1951
Montrea, P.Q.—Concluded.	CBM (CBC) (English)	Day	9.5	9.5	8.9	9.3	8.6	7.7 Morning 10.4 Afternoon 6.0
		Night	7.2	7.2	6.9	7.6	6.2	
	CFCF (English)	Day	15.3	15.9	16.1	16.9	16.8	16.6 Morning 16.8 Afternoon 17.7
		Night	17.6	17.2	17.0	17.7	17.0	
	CJAD (English)	Day	18.3	18.2	18.5	17.3	16.9	17.3 Morning 14.9 Afternoon 17.0
		Night	17.8	17.5	16.9	17.7	17.1	
Ottawa, Ont.....	CBO (CBC)	Day	32.6	31.6	31.5	30.7	29.5	30.2 Morning 29.7 Afternoon 21.2
		Night	22.6	22.2	22.8	21.7	20.6	
	CFRA	Day	25.3	26.2	26.8	28.2	29.0	27.7 Morning 29.6 Afternoon 30.9
		Night	27.2	28.2	28.6	31.0	32.4	
	CKCH	Day	10.5	10.7	10.9	10.7	10.3	9.9 Morning 10.0 Afternoon 12.2
		Night	15.8	15.5	15.1	14.1	12.3	
	CKOY	Day	31.1	30.2	30.4	30.0	30.1	31.9 Morning 29.1 Afternoon 34.2
		Night	33.2	32.4	32.8	32.5	32.9	

NOTE.—CFRA must program against top network shows with no network. CKOY has only night-time network. Figures for CKCH (French, Hull) are for its share of Ottawa audiences only.

Toronto, Ont.....	CBL (CBC— Trans-Canada)	Day	16.4	15.6	14.7	13.7	13.8	12.0 Morning 14.6 Afternoon 9.6
		Night	9.3	9.9	10.0	10.2	9.9	
	CFRB	Day	23.3	22.9	22.7	21.5	20.8	21.3 Morning 21.8 Afternoon 28.8
		Night	34.0	32.5	31.6	26.5	25.2	
	CHUM	Day	11.6	12.3	12.9	13.6	13.8	12.1 Morning 13.7 Afternoon 3.4
		Night	6.0	4.3	5.4	7.1	5.7	
Winnipeg, Man.....	CJBC (CBC— Dominion)	Day	12.8	13.2	13.6	14.0	13.9	16.9 Morning 12.3 Afternoon 14.3
		Night	11.7	11.3	11.9	13.1	14.8	
	CKEY	Day	20.7	20.9	21.1	21.4	21.1	24.4 Morning 19.9 Afternoon 20.8
		Night	19.8	18.9	19.6	22.3	23.3	
	CKFH	Day	5.0	6.1	6.9	7.6	8.3	9.1 Morning 8.3 Afternoon 8.9
		Night	6.5	7.3	7.8	9.4	9.3	
	CBW	Day	21.9	21.8	21.5	20.3	20.9	21.2 Morning 20.8 Afternoon 16.8
		Night	17.5	17.2	17.3	15.8	15.3	
CJOB	Day	27.7	27.9	28.3	28.5	28.0	27.5 Morning 26.1 Afternoon 25.3	
	Night	21.3	22.1	23.0	25.7	26.1		
	CKRC	Day	30.6	28.7	28.9	28.8	28.5	29.3 Morning 28.1 Afternoon 33.1
		Night	36.5	35.0	35.4	33.0	32.7	
CKY	Day	17.7	18.2	19.1	20.4	21.6	20.4 Morning 22.9 Afternoon 22.0	
	Night	18.8	20.5	20.9	23.2	24.2		

NOTE.—CJOB is a 250 watt station with no network.

STATION STANDINGS—Concluded

Base: Radio Homes

PENN MCLEOD STATION RATINGS

			—	Apr.	May	June	July	Aug.	Sept. 1951
Saskatoon, Sask.....	CBK	Day	22.5	23.2	12.6	14.1	14.4	14.3 Morning	
			Night	24.0	23.1	10.2	9.6	9.7	16.2 Afternoon 8.9
	CFQC	Day	75.2	73.7	34.2	35.8	36.1	35.5 Morning	
			Night	71.5	72.0	35.6	35.1	35.3	36.5 Afternoon 37.8
	CKOM	Day	.....	.....	50.1	46.8	46.6	48.8 Morning	
			Night	.....	49.0	49.4	50.1	43.2 Afternoon 48.6	
Calgary, Alta.....	CBX	Day	6.8	6.6	6.2	5.7	6.0	7.6 Morning	
			Night	5.7	6.1	5.8	5.8	5.9	5.5 Afternoon 6.1
	CFAC	Day	38.3	39.3	38.5	37.0	36.8	38.1 Morning	
			Night	42.6	40.5	41.0	37.5	37.6	34.5 Afternoon 38.0
	CFCN	Day	25.5	24.1	24.6	24.4	25.0	24.0 Morning	
			Night	25.6	26.0	25.9	26.9	26.7	27.2 Afternoon 26.9
Vancouver, B.C.....	CKXL	Day	29.3	29.7	30.3	30.6	31.2	29.8 Morning	
			Night	24.7	26.8	27.1	28.0	28.4	31.4 Afternoon 28.1
	CBR	Day	11.9	11.3	10.9	11.0	10.8	16.1 Morning	
			Night	12.0	11.8	11.5	11.6	11.5	8.4 Afternoon 12.1
	CJOR	Day	21.1	20.7	21.2	21.5	21.7	20.3 Morning	
			Night	16.4	16.3	16.8	17.8	18.6	22.5 Afternoon 19.1
	CKNW	Day	20.4	19.5	19.9	20.3	19.6	18.2 Morning	
			Night	14.0	13.2	13.5	13.9	14.5	20.2 Afternoon 14.6
	CKWX	Day	24.6	24.5	25.0	25.2	25.5	26.4 Morning	
			Night	22.6	21.1	22.2	22.8	22.4	24.3 Afternoon 22.1
	CKMO	Day	8.2	8.5	8.3	8.1	8.0	7.8 Morning	
			Night	7.3	7.7	7.9	8.0	8.1	8.2 Afternoon 7.9

APPENDIX "C"

HISTORY AND BACKGROUND

The History of Radio

Radio goes back to a Scottish mathematician named James Clerk Maxwell. This 19th century mathematician developed a series of equations which indicated that the radiation of electromagnetic energy was feasible. In the last half of the 19th century a German professor, Hertz, conducted a series of experiments which proved Maxwell's equations. But for some time after Professor Hertz' experiment radio transmission remained largely a classroom novelty. Italy's Guglielmo Marconi was the first man to use these Hertzian waves for intercontinental communication. At the turn of the century Marconi with the assistance of British capital successfully transmitted the letter "S" across the Atlantic. This, to most people marks the opening of the radio era.

Subsequent to Marconi's successful test, radio, or "wireless" as they then called it, found its greatest utility as a safety measure for ships at sea. Then came the Titanic disaster. The Titanic disaster demonstrated the need for International regulation of radio. The United States at that time was generally using the Morse code as the code for radio transmission. The rest of the world was generally using the Continental code. The symbols for eleven letters in the two codes are different. The result was that at a time of desperate urgency a number of nearby vessels were unable to intelligently copy the distress messages from the Titanic. Had these distress messages been correctly understood and copied, it is possible that the loss of life in the Titanic disaster might have been reduced.

Therefore an international conference was called and treaties were established governing the use of radio transmission. Each country then established domestic laws to control the use of radio by its nationals. This led to the licensing of transmitters, and in Canada, the licensing of receivers; both transmitters and receivers being at that time considered as a measure of safety at sea.

The progress of radio like the development of the automobile was slow in its early stages. For example, the 1910 automobile is nowhere on our streets today. Similarly, 1910 equipment for radio has no place in the ether spectrum today. The quality of radio equipment in the early days was so poor that the potential room in the entire spectrum appeared to be limited. Mutual interference between transmissions was high.

Today the ether spectrum is almost unlimited in its scope.

However, there is still need for international treaties to ensure the orderly use of the ether spectrum. In a large portion of the radio spectrum waves know no boundaries. These agreements are necessary therefore in order to reduce mutual interference between stations in different countries. This leads to the necessity for domestic licensing of transmission.

It does not appear, however, to justify the licensing of receiving sets, excepting those receiving sets vital to safety of life. Receiving sets vital to the safety of life suggests an inspection procedure, and inspection procedure should normally bring about some licensing. This would be the case of receivers for aircraft, receivers for ships at sea. There does not appear to be any justification for the licensing of domestic receivers. However, the licensing authority was contained in the Radio Act at the time that broadcasting developed. It has not since been removed from the Act but has been used as a revenue measure in Canada.

Radio and Mass Communication

Radio broadcasting during the past quarter century has moved from an experimental stage into a new means of publishing.

Radio broadcasting has taken two courses. The most common course to date is the course of voice radio—that is, aural radio. A new form coming into greater prominence is visual radio. Visual radio generally is known as "facsimile". Visual radio enables the transmission of pictures and of the printed word. Facsimile development by itself has been slower than aural broadcasting.

But great strides are being made today with a combination of aural and visual broadcasting. The colloquial term of this combination is "television". It is a wedding of aural radio and visual radio—a marriage of voice radio and facsimile radio. Both types are great methods of mass communication—great methods of publication. Aural radio is a great method of communication and publication; facsimile or visual radio is a potential great method of communication and publication. Television, the combination of the two, is probably the greatest means of mass communication and publication ever known to mankind.

The other great means of mass communication in our time is the printing press.

Freedom of Speech

The earliest form of mass communication was by the voice. A man's ability to publish and communicate his thoughts was at that time limited by the strength of his voice. Early writing was largely for the purpose of maintaining records. It was not intended as a mass form of communication. However, when the printing press was developed, a new means of mass communication became available. It did not communicate the man's voice to greater masses of people but it did give a mechanical means of enabling a man to transmit his thoughts to a greatly enlarged audience.

In the democratic world it has taken mankind generations to develop freedom of speech. It is the cardinal freedom of democracy. This freedom of speech is two-fold: It is the freedom to speak and it is the freedom to listen; it is the freedom to publish and it is the freedom to read. One cannot exist without the other. The freedom to listen is as essential a facet of the freedom of speech as the freedom to speak. It is in reality the freedom to communicate.

When the freedom to speak and the freedom to listen has been established the freedom to publish and freedom to read became a logical extension of free speech. This has since become a firm factor in our western civilization.

Radio broadcasting in any of its forms, however, has not yet obtained in Canada the freedom to speak that is recognized in the freedom to write. It is a contradiction of our ideology, a denial of the democratic principle, that the initial freedom, the freedom to speak and listen, is at present suffering from influences similar to those which restricted printing in the early days of printing.

Radio broadcasting was quickly recognized in its true position as eventually becoming the greatest mass means of communication. It had natural qualities making control easy. This is because of the history of the licensing of the mechanism of radio publication. Any licensing applying to any divisions of the press on our democratic world has not been interpreted as a licence for controlling what shall be published and communicated by the press.

But it is a fact, that today in Canada it would be virtually impossible to publish any daily newspaper of any consequence unless the licensing process had somewhere taken place. The key to the licensing of the press as a means of publication is like the key in the licensing of broadcasting as a means of mass publication, that is in the mechanics, the raw material.

Today the raw material for the printed press comes from the forest licences for the manufacture of paper; a licence which is granted by the Crown. How-

ever, the freedom to print and publish by printing has become so firmly established that no one would dare to use this control of the raw material of printing for controlling the material which is printed. The material which is printed is controlled by the broad law of the land and not by specific laws aimed at this one means of mass communication.

Had the printing press been a development of the 20th century, and had timber grants been also a previous development of this century, the following situation in Canada today would be no means unlikely. An extension of the necessary mechanism for the orderly development of paper from timber grants and timber licences could be a means of controlling what was printed on the raw material coming from those timber licences.

Fortunately for our western democracies the printing press had established its rights to publish long before timber licences were generally understood.

Competition in Mass Communication

In the early days of radio broadcasting it was considered that broadcasting was perhaps a natural monopoly. The engineers had not developed either receivers or transmitters with the degree of perfection common today. Some people were of the opinion the ether spectrum would be overcrowded by only one or two hundred broadcasting stations in North America. This experimental thinking was seized upon by those who wanted to use the word "monopoly" as a device to establish controls.

But engineers have developed techniques that prevent broadcasting from being a monopoly. Broadcasting throughout North America is most highly competitive. It is far more competitive than any other means of mass communication or publication.

In 1941 at the time the first North American Regional Broadcasting Agreement came into effect there were some 1,200 stations in North America on the standard broadcasting band. In 1950, when the last North American Regional Broadcasting Agreement was signed there were almost 3,000 stations in the official list.

Since the war the number of stations in the United States has expanded from less than 1,000 to nearly 2,300. These are the stations in the standard broadcasting band.

In addition there are some 700 frequency modulated broadcasting stations in the U.S. alone and there is room with present day engineering techniques for at least 3,000 more F.M. stations. The United States appears to have reached virtual saturation in broadcasting but it is a saturation brought about by competition and not a saturation brought about by technical limitations.

In Canada similar conditions exist. There are far more privately owned broadcasting stations operating in Canada than there are daily newspapers. For example, in the City of Vancouver there are four privately owned and one publicly owned broadcasting stations, and there are at present only two companies controlling newspapers. In the City of Toronto there are at present four privately owned broadcasting stations and effectively only two publishers, the *Globe and Mail* and the *Telegram* under common ownership, and the

Toronto Star.

An examination, city by city, in both Canada and the United States, makes it evident that there are more broadcasting stations than there are daily newspapers and that competition is much keener in the broadcasting field.

The proponents of regimentation suggest that "anyone if he chooses can publish a newspaper, but not anyone can operate a radio broadcasting station". They point to the limit of available technical facilities for starting new broadcasting stations. The evidence of the past has indicated that this is untrue.

The fact is that in the past ten years a great number of new broadcasting stations have been started in North America and a great number of newspapers have ceased publication. Virtually no new newspaper has appeared in the field.

The suggestion that "anyone can publish a daily newspaper" is ridiculous. One of the first requisites would be adequate capital, and an enormous amount is required. It would also be necessary to have assurance of obtaining a franchise from a news agency. If a news agency service can be obtained and the capital is available, the next problem would be to obtain adequate newsprint. Newsprint is at present so scarce (and it is becoming increasingly scarce) that it would be virtually impossible for a new publisher to obtain newsprint. To obtain this print this new publisher might find himself in the position of being obliged to purchase a paper mill and with that paper mill obtain timber licences for the raw material for his paper.

It is infinitely easier for anyone in Canada who desires to operate a broadcasting station to do so. It is difficult, but it is much easier than starting a newspaper.

Since radio broadcasting is today one of the most truly competitive means of mass communication it is desirable in the interests of freedom of speech that the media be unhampered by state restrictions.

Proponents of public operation of radio broadcasting suggest that it is even more necessary that the medium of television be most tightly controlled by a publicly owned corporation. They point out that the monopoly aspects of television are greater than the monopoly aspects of radio broadcasting. This is just not true.

The Chairman of the Federal Communications Commission in the United States forecasts that within 10 years there will be over 2,000 television broadcasting stations in the United States. That is, it is expected that in the next 10 years, television broadcasting will expand to the same total number of stations in the United States that it has required A.M. broadcasting a quarter of a century to develop. This suggestion of greater monopoly in television does not stand up either, it just is not true.

The Massey Commission in its Report suggests that control of radio broadcasting in Canada should continue as in the past. That means that the controlling authority should be the Canadian Broadcasting Corporation, a Crown corporation. The Commission supports the present method whereby this Crown corporation is operating with public revenue derived from the licensing of radio receiving sets and from the licence fees paid by radio broadcast stations. The Corporation has great power to restrain competition. The Massey Commission recommends continuance of this power. The Corporation has already restrained competition to a high degree. The Corporation, while it is by law, in the position of having the control of network broadcasting, has interpreted this control as being in fact, a monopoly in network broadcasting. Therefore, by applying these powers over network operation it has effectively restrained competition in the national advertising field.

This restraint of competition has worked to the great advantage of American firms and of firms in Canada of American ownership. It has enabled and encouraged these firms to compete by importation of their U.S. advertising into Canada and transmitting such advertising across Canada on a Government-subsidized advertising corporation.

Talent and Broadcasting

In spite of all contentions to the contrary, by maintaining this network monopoly the Canadian Broadcasting Corporation has effectively discouraged the development of Canadian talent. They have created a situation whereby there is virtually no competition for talent. The talent either must work within the terms established by the C.B.C. or have no field in nation-wide Canadian broadcasting.

The problem is purely and simply one of economics. There has been a continuous effort within Canada to force privately owned stations to use and employ all live talent which feels it should be on the air. This talent, were it of the calibre deserving public acceptance, and were the price within economic reason, would have no problem finding employment.

The situation is parallel to that of a journalist. If a writer has the talent and the ability, and the price is right, the writer is employed. But no one suggests that the newspaper be forced to throw out feature writers just to give to some would-be writer, who has neither ability nor talent, an opportunity of having his name in print. A publisher who did so would soon be out of business.

The Canadian broadcasting station must compete for listening acceptance with network radio. A network programme carried across Canada is reaching a potential of some fourteen million people. A programme carried by a local station, if it is in the City of Vancouver, has a potential number of people it might reach, of about half a million; in most other cities a smaller number. If the programme is an importation from the United States then the cost is spread over some hundred and seventy million people.

Yet the broadcaster in Vancouver attempting to put on a live talent programme must have talent that is equally acceptable to his audience as is that appearing on the network production. It is not economically feasible.

Broadcasting should not be forced to subsidize those who desire to become artists but who have not the talent or ability, any more than any other industry should be obliged to subsidize such people. If the talent is good, the price is right, the talent finds a market.

C.B.C. has used its power of control to a great extent to try and develop a monopoly. Its regulations governing use of live talent generally place those periods where local stations are compelled to do "live" programming in times when the peak programmes are being carried on the C.B.C.'s networks. This naturally puts the local station at a tremendous competitive disadvantage.

It means that little if any advertising can be sold at that period. It means that the station must out of its own revenue employ this talent for non-productive purposes. This is certainly not in the public interest, nor is it probably in the interest of the talent. It really is an entirely new form of feather bedding with the connivance of a regulating body.

Purely competitive network broadcasting would be the greatest boom possible for Canadian talent. It would create competition for talent. The talent would then have not just one buyer for his wares, but a minimum always of two. It would also make the use of talent economically feasible because of the distribution of the cost of this talent over the population of the nation instead of just the population reached by a local station.

Certainly it would be considered as the greatest breach of the freedom of the press if some law were passed compelling newspapers to employ writers just because these people thought somebody should employ them as writers. Yet this is what is being done by current regulations governing radio in Canada.

There is today a great deal of confusion between avocation and vocation. When the market is such that a person cannot make a livelihood at the work of his choice; he frequently does "outside" or extra work, in either the same field or another.

The vocation which they choose whether it be first choice or second choice is the one which performs the greatest public service. It is the one that is marketable and is useful to other people. It is a disservice to a person to suggest that some means should be made artificially of employing them at some work which from the viewpoint of marketability should only be considered as an avocation.

Yet there are suggestions that both private industry and government funds should be diverted to develop and encourage people to make their livelihood at these non-marketable occupations. These thoughts seem to apply particularly to writers, singers, musicians and artists. It has been suggested that a writer cannot make a livelihood from the sale of a book in Canada. This, however, should not stop an author from writing a book. The author should treat the writing not as his primary vocation but as an avocation.

There is no justice to the taxpayer in diverting taxpayers' funds so that some people can turn their avocations into vocations. Similarly, there is no justice in attempting to saddle one industry, the radio broadcasting industry, with the job of encouraging people to make vocations from music where their talents and the market is such that they can only treat it as an avocation.

The Massey Commission has picked up and repeated phrases that have been bandied about for years by proponents of regimented speech. One such phrase suggests that the national system is essential in order to give Canadian radio coverage to outlying districts. Later on the same Massey Commission Report has reiterated a similar statement by these proponents of regimentation: that if there were competitive networks then there would be some areas served only by private stations where important national C.B.C. programmes would not be heard because there would be no available outlet, since only private outlets were in such areas.

Obviously, both of these statements cannot be true. Either the C.B.C. is necessary to give coverage to these outlying areas or the private stations are giving coverage to these outlying areas. The actual fact of the matter is that the C.B.C. placed its greatest emphasis on early construction by building transmitters in those areas already best served with radio by Canadian broadcasting stations then operating.

For example, the early C.B.C. construction consisted of two stations in Toronto, two in Montreal, one in Quebec, and one in Vancouver. Private enterprise served the outlying districts. It is still private enterprise which principally serves the outlying districts. The C.B.C. was not interested in reaching the outlying districts but in reaching major centres of population; and it was interested in placing the burden on the private operators to retransmit their program to the outlying areas.

Present C.B.C. policy, which is supported by the Massey Commission, does not encourage the C.B.C. to supply television programming in outlying areas. On the contrary it is encouraging them to establish programming of television in the very markets in Canada where private enterprise would most likely be successful in bringing television to the public. If there is any sincerity in this determination to reach the outlying districts the C.B.C. would logically devote its first funds for television to those areas where private enterprise was least likely to be successful.

If competitive radio network operations were established perhaps it would be reasonable to allow these networks to compete for the time on the station located in the remote areas. No Crown-subsidized corporation would be in a bad position in such competition because they would have some access to taxpayers' money that a privately operated network lacks. If the programmes are of national need the private operator would always be glad to have them.

Radio and Education

Education has generally been recognized as a matter of provincial rights and provincial responsibility. The C.B.C. has taken upon itself the dissemination of educational programmes. Many of these are carried on in co-operation with provincial educational bodies.

The C.B.C. networks, using its own stations plus time contributed at no cost by privately owned affiliated stations, transmits a number of programmes into schoolrooms. Broadcasting is a mechanism of reaching by voice a large number of schoolrooms simultaneously. The mechanism of receiving is a radio receiving set and in most schools these receiving sets have facilities for reproducing records.

It would be far more practical to conduct this type of school education by means of transcriptions; be these transcriptions either the tape recorded variety or the large disc variety. Programmes could be then fitted into the curriculum of the school into periods that suited the teacher. There would be no need for fixed study times being devoted to aural education by voice. Both the transmitting of the school programmes by record directly to the school and the transmission by talking films should be most thoroughly examined. It performs the same function at no substantial difference in cost for the schools. It makes it more flexible. And it leaves the use of radio broadcasting stations available for the adult public at times when it is now transmitting into schools.

The real job of radio broadcasting in education is the field of adult education. If there is a need for using radio for this mass adult education, and if the need is sufficiently great, it should be subsidized by the taxpayer. Or better still some form of subscription radio should be used for performing that function. That is, placing the burden on the user.

C.B.C. with its sustaining programmes is undoubtedly doing an excellent job in serving the minority groups within Canada. The ideal method of support would be to have some form of toll or subscription method of payment for broadcasting of this type.

In this way the listener who did not like commercial broadcasts and the listener who likes specific cultural programmes of minority appeal, would by payment of a fee, be enabled to tune in to those specific programmes. But without payment of a fee he should have available, of course, all of the programmes transmitted on commercial radio.

If such a method of collection could be developed it would however be a tremendous stimulus to C.B.C. or to any other form of radio that was devoted entirely to cultural programmes.

This would have to render a tremendous public service in order to encourage those people desiring those programmes to pay toll for them. If this system operated entirely self-sustained in that matter it would undoubtedly be rendering its greatest public service. That is, the indication of how much people wanted the thing would be determined by how much they paid for it, the same sort of basis upon which one buys a suit of clothes or buys a meal.

Perhaps some such method as this should be looked forward to as the ultimate method of financing the C.B.C. As an interim method, it might be financed by a grant by Parliament each year. Then its operation would be examined annually and our representatives in Parliament would be able to determine annually whether the luxury of a culturally operated radio would justify its support or not. And if justified, to what extent it would be justified financially.

Just as long as the C.B.C. has the power to control private broadcasting stations it is in its interests, in its interest of survival, that it use these controls in a manner so that privately operated broadcasting cannot look too good in relation to the C.B.C. Therefore, the performance of private broadcasting is bound to be braked by the C.B.C.

Yet there is need for some regulation (not control) in order that there shall be orderly assignment of frequencies and orderly use of these. This entails some regulatory body. We believe that this regulatory body should be empowered to regulate (not control) both C.B.C. and privately operated stations.

We believe that its regulations should be confined to those necessary only for proper technical control; leaving broadcasting to operate, as do all other publishers, within the framework of the law of the land applying to all citizens.

A re-examination of the Massey Report

Chapter III, page 24 of the Massey Commission Report:

Advertising was becoming increasingly strident, most of the programmes came from sources outside of Canada, and broadcasting stations were concentrated in urban centres leaving other large areas unserved.

This quotation was part of a section dealing with the Aird Commission. Neither statement is true.

In 1929 there were four stations within Canada importing programmes from the United States: CFRB—Toronto, CKGW—Toronto, CFCF and CKAC—Montreal (and perhaps CKOK (later CKLW)—Windsor). This same paragraph then states there were then 62 stations in Canada: 57 stations had no direct connections with the United States networks and they were rarely, if ever, supplied by any programmes from the United States networks.

"...broadcasting stations were concentrated in urban centres leaving other large areas unserved". It is interesting to note that when the Canadian Radio Broadcasting Commission and its successor the Canadian Broadcasting Corporation first came into operation their first activities were to take over stations in major centres of population. Canadian National Railways at that time had a few stations; they had one in Vancouver and they had one in the Maritimes, one in Ottawa.

The Crown corporation to operate broadcasting when it was formed, took over these Canadian National Railways broadcast stations. They immediately closed the one that was for the purpose of serving rural areas down, that was the Canadian National Railways broadcast station in the Maritimes.

Their initial expansion did not go to rural areas but concentrated on the large centres of Montreal and Toronto, already adequately served. Private enterprise expanded into the hinterland and private enterprise was already substantially in the hinterland. It is unfortunate that statements which are so completely contrary to the facts of the case are being constantly repeated until in the minds of a great number of people they seem to have some semblance of truth.

The Canadian Broadcasting Corporation became the first great importer of United States programmes. It not only depends on U.S. network programmes as the basic programming source for its transmitters in Montreal and Toronto, but it also distributes these programmes through wide areas of Canada. Therefore it has greatly expanded the importation of programmes from outside sources.

The Massey Report on page 26 in referring to privately-owned broadcasting stations, says:

And they are a possible outlet for local talent which should be developed but which may not be suitable for network broadcasting.

Only talent which is acceptable for network broadcasting is acceptable to the listening public. That should be obvious. The listening public just will not listen to immature talent which is not suitable and which is not competitive with what they can hear from the network. An operator who attempted to put talent not of network calibre on the air on a station would be unsound in business judgment. He would not encourage listening to the broadcasting station and continuance of such policy too long would inevitably result in failure. Furthermore, the public is entitled to a better fare than unsuitable, immature talent.

On page 33 of the Massey Report there is the following statement:

"The benefit of a national broadcast to the morale of an artist, it is said, is as important to him as his fee."

Yet the monopoly position of the C.B.C. reduces the field for exploitation of such talent. Presently the C.B.C. is the only means an artist has for having the morale uplift of national network broadcasting. It cannot be argued that this is of benefit to the artist. Nor can it be argued that it is of benefit to the public. It is a thing that is only of benefit to those exponents of bureaucratic control of mass communication.

A large portion of the Massey Commission Report on broadcasting and television is concentrated on damning the private industry in broadcasting. Yet the fact of the matter is that public acceptance of the private industry is infinitely greater than it is of the government segment of the industry. Listener statistics throughout Canada show definite preference for privately operated broadcasting stations. The C.B.C. fails to recruit a substantial number of listeners except on imported American commercial programmes and some Canadian commercial programmes. These commercial programmes are not creations of the C.B.C.; the C.B.C. is merely the mechanical vehicle which carries them. Yet these are the only programmes which do recruit substantial listening for the C.B.C. Listening to programmes of its own creation is concentrated among very small minority groups. The evidence of listening is that the public does not damn private broadcasting; it is the minority groups which damn private broadcasting. Unfortunately, some of these groups are the most vocal.

On page 283 of the Massey Commission Report under Chapter XVIII—Radio Broadcasting—the following statement is made:—

"This general representation of ninety-three associated stations was supported by operators of twenty stations who appeared individually. Seven other private radio broadcasters supported the present system and advocated no change in principle, one of them remarking, "I am less afraid of the C.B.C. as it exists today than of an unbridled private radio—much less."

It is most remarkable that in a benevolent autocracy such as the one conducted by the C.B.C. in broadcasting that only seven broadcasting stations supported the present system. Certainly many more than seven have been in receipt of great favours from the C.B.C. under this system.

Amazing, however, is the unity of the broadcasting industry in this matter. It is surprising that 20 stations had the courage of their convictions, in face of the tremendous powers of the C.B.C., to present strong briefs urging that the C.B.C.'s powers of regulating competing broadcasting stations be removed from them.

Under the existing legislation any broadcaster who appeared making such a statement was taking his business life in his hands. Yet, not only as an association did they take their business lives in their hands to plead a case but 20 of them focussed attention on themselves individually by pleading the case.

On page 283 of the Massey Commission Report:

"The principal grievance of the private broadcaster is based, it seems to us, on the false assumption that broadcasting in Canada is an industry."

"But that they enjoy any vested right to engage in broadcasting as an industry, or that they have any status except as part of the National Broadcasting System, is to us inadmissible."

On page 284:

They have no civil right to broadcast or any property rights in broadcasting.

With these three quotations the Massey Commission, at least the majority of the Massey Commission rejected the whole case of the private broadcasting industry. In fact by the very use of the term "industry" it would seem that each of us in the broadcasting business are practically thrown out of court.

Webster's dictionary the definition "industry" as follows:

Industry: Any department of productive activity particularly, a distinct established business or trade; as, the mining industry; the iron industry.

Surely, the majority of the members of the Massey Commission have not been so far removed from the field of commerce as to believe seriously that radio broadcasting does not fulfil this definition of industry. Rejecting the definition of broadcasting as an industry, they suggest that broadcasting is not an industry but a public service. This again shows far removal from the fields of commerce. No industry can long survive without subsidization, either public or private, unless that industry is rendering a public service.

The Massey Report on Page 62:

The limited prominence which it gives to matters of educational, scientific, and cultural matters is no doubt a reflection of the attitudes of the reading public of Canada.

This has reference to the daily press. It recognizes it as right and proper in the publication of a newspaper that the newspaper should cater to the public giving the public what it wants. Why then is this wrong in radio? The Massey Commission recognizes the similarity in these two means of mass communication, that is, publication by radio broadcasting and publication by the printed word. For example, in referring to the function of news, discussion, etc., on page 61 they state as follows:

In recent years this function has been shared with the radio.

On page 63 in reference to the publishers and facsimile, that is the publishers of newspapers, they state as follows:

We can also readily understand the apprehension of newspaper men at the thought that this new means of newspaper publication should be subject to the legislation and to the regulations now governing radio broadcasting which, we agree, might not be reconcilable with our traditions of the freedom of the press.

Then in the recommendations governing radio broadcasting in recommendation No. (j) they state:

That in any developments of newspaper facsimile broadcasting in Canada, government control be limited to the technical control necessary to ensure that broadcasting channels for this purpose are equitably and efficiently assigned.

These transmissions of course continue to use the Hertzian or ether waves, and like radio broadcasting, facsimile is another mechanism of publishing. Apparently the Massey Commission considers that the citizens in Canada who undertake broadcasting by voice or broadcasting by combination of voice and visual, that is, television, are not responsible citizens, but that the people who undertake broadcasting in Canada by visual means only, are reasonable citizens.

Some publishers of newspapers are operating broadcasting stations, that is, these same people have means of publishing both by voice and by printed

word in newspapers. Yet this same group of people are evidently highly responsible citizens when they publish newspapers, but they are apparently irresponsible citizens, requiring tight regulation, when they publish by radio broadcasting.

This continued subtle suggestion that the operators of radio broadcasting stations are not responsible citizens; the suggestion that they are not as responsible as the civil servant who is a bureaucrat operating government corporations, is a false concept and a rank injustice. The private broadcaster, according to this prejudice view, cannot meet the competitive, workaday, business world and perform the functions of the civil servant counterpart and remain a responsible citizen. This is an outrageous and undemocratic philosophy. It certainly is not a philosophy which could possibly have emanated from any people who have made the operation of commerce in all its varied phases a substantial part of their life.

The Massey Commission in its Report makes a strong point of the need for Crown network monopoly so as to develop Canadian unity. The Massey Commission ignores the sound commercial fact that is understood by people in the commercial world that the soundest method that business can use to expand its market is to develop and encourage widespread unity of thought.

Competitive, privately operated network broadcasting, if it is to survive, can become the most powerful individual force in developing national unity. It is the aural parallel of the press, often referred to as the "watchdog of freedom" and a unifying force in any free nation.

APPENDIX "D"

COMMENT ON, AND ANALYSIS OF THE RECOMMENDATIONS AND REPORT OF THE MASSEY COMMISSION

It is our considered opinion that the Massey Commission:—

1. Have failed to see how the Radio industry has and is developing in response to public need.
2. Have concerned themselves almost exclusively with those aspects of radio which relate to supplying cultured programs and to the education of the public in cultural matters by means of programs which the Commissioners feel the public should have, not particularly the programs that the public want.
3. Have failed to appreciate that Broadcasting to the public in all its manifestations (A.M. sound, F.M. sound, television, facsimile, etc.) is the most recent form of PUBLISHING and that Broadcasting is an extensive new medium of MASS COMMUNICATION already of vital importance to the public for giving and acquiring information and ideas of all kinds. (No modern election takes place without Broadcasting performing a major function). And it is therefore entitled to the same freedom which is accorded to THE PRESS as one of the guarantees of public liberty and order.

And consequently, that the Commissioners:—

1. Have set forth in their Report a biased and therefore misleading statement of the present Canadian radio activities.
2. Made recommendations which are unwise and are not in the best interests of the public in the following respects:—
 - (a) The carrying out of the recommendation of the Massey Commission would deny to the public the benefit of news, information and opinion services free from control by a governmental agency.

- (b) Would restrict private enterprise in radio to providing services under the absolute control of a government agency.
- (c) Would reduce to the lowest possible limit the use of radio by advertisers for the benefit of trade and commerce to the general disadvantage of buyers as well as sellers and employees.
- (d) All programs on all radios in Canada would so far as possible consist of those which the government agency thinks the public should hear and in order to increase listening to these programs all other programs which the public might prefer to listen to would be kept at an absolute minimum.
- (e) Millions more (about \$6,000,000 a year) in the expenditure of taxpayers' money by the government (a total of \$14,000,000 a year) on the government radio agency C.B.C. for A.M. broadcasting only.
- (f) Millions more (not estimated in the Massey Commission Report) of taxpayers' money by the government on the government television agency, the C.B.C.
- (g) Increased government expenditure (not estimated) on the government motion picture agency in order to provide government pictures for television distribution.
- (h) Larger expenditure (not estimated) by government agency to inform the public and presumably increase public acceptance of these radio, television and motion picture agency activities.
- (i) Government agencies operating Motion Picture, Radio and Television with increased public relations activities at greatly increased taxpayers' expense would combine to place under the executive power of the government a propaganda machine "of singular potency for public persuasion". (Massey Report P.23) which would delight any would-be totalitarian.

We express no objections to the Canadian people, through its governmental agency, the C.B.C., using a number of radio broadcast channels to produce and broadcast cultural programs at taxpayers' expense. What is objected to, is appropriating all radio broadcast channels for government approved programs to the detriment of other vitally important public interests.

It is of the utmost importance to Canada that the amazing possibilities of radio, television and facsimile be so used as to make their greatest possible contribution to Canadian citizens generally through the receiving and giving of information, through discussion of public questions, through business development, religious services and entertainment.

It is our hope that the contents of these briefs be considered on their merit in the light of the general interest of all Canadians.

Discussions on Radio have too often resulted in disparaging personal attacks on those taking part. It would be useful to remember that a personal attack is the plainest evidence that the attacker is unable on the merits to controvert the facts and suggestions put forth.

Comment.

1. Under PC 1786 the Commission was directed to:

Make recommendations upon the principles upon which the policy of Canada should be based in the *National Interest*.

National Interest is the widest possible term and raises the preliminary consideration as to how the national interest is to be defined and discovered.

In discovering what is in the National interest the observations of E. J. Young in the dissenting report of the Royal Commission on Place Spreads seems pertinent.

The only common ground on which we all stand is as consumers. The only legislation that can be just to all is legislation in the interests of the consumer. The man or the system that best serves the human race is the one that serves the interests of the consumer.

The test must be, how does it serve the consumer? *and in this test the consumer himself will be the judge.*

In applying this test to radio it might be said that the test must be "what policy best serves the listeners?" and in this test the listener himself must be the judge.

CHAPTER 1

THE NATURE OF THE TASK

THE MANDATE

2. Para. 10.—"In this country we have two problems can Government aid be given to projects in the field of the arts and letters without stifling efforts which must spring from the desires of the people themselves?"

Yet the commission's recommendations exclude all freedom to private broadcasters and recommend closer "control".

See P. 40, Para. 57; P. 41, Para. 58; P. 283, Para. 29; P. 350, Para. 77.

3. Para. 9.—" . . . In Great Britain, to avoid the danger of bureaucratic control of political interference, . . . etc."

Yet the Commission's recommendations provide for governmental control which cannot be other than political and bureaucratic.

See P. 40, Para. 57; see P. 41, Para. 58; P. 283, Para. 29; P. 300, Para. 77.

4. Para. 16.—"In a country which boasts of freedom based on law . . . it is perhaps unnecessary to say that education is not primarily a responsibility of the state at all . . . education is primarily a personal responsibility as well as a fundamental right of the individual, considered as a free and rational being".

The above statements by the Commissioners in the opening chapter of their report THE NATURE OF THE TASK seem admirable and proper. Note particularly, however, that when they come to the recommendations with regard to radio *the admirable principles enunciated in the opening chapter are entirely disregarded in their liberal and democratic aspects.*

Compare P. 40, Para. 57; P. 41, Para. 58; P. 283, Para. 29; P. 300, Para. 77.

Mass Media

5. Introduction, Pages 19-22.—A commentary full of interesting detail which in spite of its heading "Mass Media" does not mention let alone come to grips with the essential nature and requirements of Mass Communications in their present forms. It does not deal with the essential requirement of greatest possible freedom from governmental and bureaucratic control of the media of Mass Communications in the operation of a modern (liberal) Democracy nor does it deal with the relationship between governmental power over the media of Mass Communication and the overthrow of a free Democracy by

Dictatorship. It has been profoundly said that where conditions are favourable to the exercise of ruthless power, sooner or later persons capable of the exercise of ruthless power will seize and make full use of these opportunities.

If (liberal) Democracy is to be preserved, every impediment must be placed in the way of a would-be Dictator; conditions favourable to Dictatorship must be avoided.

CHAPTER 3

BROADCASTING

RADIO BROADCASTING

6. P. 23, Para. 1.—“... (radio) A new device of singular potency for entertainment, information and public persuasion”.

Note: Particularly Public Persuasion; and relate this fact to the recommendation that absolute power to control be retained by the government body, the criticism that control of private broadcasting programmes has not been vigorous enough and the implication that control of private programmes should be more vigorous.

7. Para. 24, P. 4.—Referring to Canadian Railways “...a remarkable combination of private enterprise and of public support and control. . .”

The word *control* is very loosely used. What the private *railways have* is legal *regulations* within which they operate freely. What *radio has* is arbitrary and absolute *control* within which there is no legal right to freedom of operation.

There is an essential difference between—*CONTROL*, being the rule by an individual with discretionary power (of master and servant) and—*REGULATION* which is the enactment of a set of reasonable regulations within which there is the legal right to freedom of operation.

8. P. 24, Para. 5.—“...The first radio broadcasting licence...issued to... Marconi Company in 1910. By 1929...sixty-two stations...296,926 licensed listeners.”

Yet Para. 6.—“... (Aird) Commission recommended...a National Company to own and operate all radio stations situated in Canada, that private commercial stations be taken over by this company or closed down...”

Para. 7.—“...legislation in 1932, 1936 and 1938 implement the principal recommendations of the Aird Report...The Corporation still operates with substantially unchanged composition and power”.

But Para. 11.—“...Experience, proved, however, that these (private) stations could perform an important service as part of the national system of broadcasting. Their local advertising business, profitable to themselves is useful to the business community, their services to the public are indispensable.

Para. 12.—“...private stations...serve as regular or occasional outlets for national programs, thus giving to the national system a coverage which could not otherwise be achieved except at great public expense”.

9. Para. 21.—referring to C.B.C....“the existing system...has so far met with tolerable success in combating commercialism and excessive Americanism of Canadian programs”.

See P. 288, Para. 45.

Why should “Commercialism” be combated? Since when has commerce become undesirable? Successful commerce is the base upon which all culture is supported. Without successful commerce there would be no C.B.C. Radio. Advertising aids commerce and is greatly in the public interest.

Note that Mr. Surveyer spotted the fact, ignored by other Commissioners, that C.B.C. is the greatest importer of U.S. culture in Canada.

10. *Para. 32.*—“...In Winnipeg, for sustaining programs the Winnipeg Musicians' Association in 1947 received \$94,357 from the C.B.C. and \$1,950 from private stations; in 1948 from the C.B.C. \$80,609 and from the private stations nothing. In Toronto...for a recent year...\$382,000 from C.B.C. and approximately \$30,000 from private stations. It is fair to add that the C.B.C. produces in Toronto very expensive broadcasts which go to the whole of Canada”.

See P. 288 Recommendation S; P. 39, Para. 53; P. 281, Para. 20.

NOTE: This is entirely unfair. Private stations are forbidden by the C.B.C. to produce anything but individual programs to be broadcast over individual stations and can only spend on these productions what can be raised from an advertiser for the user of the program in the one local market. All National Network Programs are required by the C.B.C. to be carried only on C.B.C. Networks and to be produced only under C.B.C. auspices. As for sustaining programs C.B.C. receives a subvention of several million dollars a year to produce these among other services, whereas the private broadcasting station receives no subvention whatever.

11. *Para. 37.*—“...The Canadian Writers' Committee that ‘the private stations hardly rate a pass on cultural programmes’. They would no doubt pass a similar judgment on newspapers, business literature, election addresses, speeches in Parliament, and provincial legislature, not to mention municipal councils. If ‘Canadian Writers’ Committee’ standards were mandatory, most democratic election speeches would be ruled out. Indeed it is doubtful whether an election could be held at all. Who is the Canadian Writers’ Committee?”

12. *P. 39, Para. 53.*—“...five (private) stations...the programs of live talent are at best commonplace. There is no apparent attempt to fulfil the proper function of the local station as we understand it, to reflect the life and interest of the community and to use and develop the local talent available”. See also P. 281, Para. 20 and comment thereon; P. 32, Para. 32; P. 298, Recommendation S.

Surely the proper function of the local station is to best serve the local public who listen to and advertise over the station. *Their obligation is to give the best possible programs.*

What are the rights of a local entertainment to be put on the air where his program is less acceptable to listeners than an available alternative program whether it be from a network or from a transcription or through any other available device?

13. *P. 40, Para. 55.*—“These stations live by advertising and spot announcements crowd their programs sometimes to the limit tolerated by the regulations”. The fact of the matter is that these stations (notwithstanding the spot announcements) in open competition with the heavily subsidized programs of the C.B.C. succeed in pleasing very large audiences indeed, as indicated by the free choice of listeners who remain tuned to these private stations' commercial programs.

14. *P. 40 Para. 57.*—“... The C.B.C. . . . less admirably does it exercise its responsibilities of control.”

See also P. 41, para. 58; P. 283, para. 29; P. 284, para. 31; P. 300, para. 77.

Compare: P. 5, Para. 10 “Can Government aid be given . . . without stifling effort which must spring from the desires of the people themselves”.

Compare: P. 7, Para. 16 “In a country that boasts of freedom based on law . . . fundamental right of the individual considered as free and rational being”.

Compare: P. 5, Para. 9 "... the danger of bureaucratic control or of political interference".

P. 41, Para. 58: "... the inadequate information service of the C.B.C. is at fault . . . the reticence of the C.B.C.—results in a widespread ignorance of an essential national service".

See P. 5, Para. 8, 10; P. 283, Para. 29; P. 300, Para. 77; P. 284, Para. 31.

Are the C.B.C. to exercise more vigorously their "responsibilities of control" and are they to step up their "inadequate information service" and are they to be less "reticent" with the result that they are to vastly increase their domination over the Canadian people by this device? (P. 23, Para. 1) "... of singular potency for . . . public persuasion".

Compare: P. 7, Para. 16 "In a country which boasts of freedom based on laws . . . it is . . . perhaps unnecessary to say that education is not primarily a responsibility to the state at all . . . education is . . . a fundamental right of the individual considered as a free and rational being".

CHAPTER 18

BROADCASTING

Radio Broadcasting

15. P. 276, Para. 2.—"Radio Broadcasting is akin to monopoly", etc.

Note:—While only one station can operate on one wave length in one area, the fact is that every radio broadcasting station is in the most vital and aggressive competition with a dozen or more other stations that can be heard in his locality. All are offering competitive attractions to the listeners and all are in fierce, aggressive and constant competition for the attention of the listener.

Para. 2.—"The air channels are limited in number."

Note:— Not for practical purposes—and still there are more channels available than can be profitably employed.

For the last three years for which returns were available to the Massey Commission, about 25 per cent of all the radio broadcasting stations in Canada operated at a financial loss each year.

The C.B.C. has repeatedly refused to grant licences for broadcasting on available channels and frequently because in the opinion of the C.B.C. another station in the locality could not operate profitably.

16. P. 276, Para. 3.—"The state having the right and duty of issuing the licences, must impose certain conditions on radio broadcasting".

The only conditions which are unavoidable are conditions pertaining to the mechanical use of the wave lengths so as not to interfere with other users of this and other wave lengths here and elsewhere. The only other condition which is desirable is that the operator shall obey the general laws of the land. There is nothing whatever in the situation which requires *control* (as distinct from regulation) of the programmes and operations of a broadcasting station.

17. P. 280, Para. 15.—Implies that government radio (C.B.C.) is responsible for the benefits listed: "Canadian people listen to news of their own country, of the world and hear public topics discussed". The news is produced by the newspaper News Agencies and not by the C.B.C. Much more of it is broadcast by private stations than by C.B.C. and it is the private stations only, which give the local listeners the local news in all centres except the metropolitan centres. The private stations provide most of the services for Members of Parliament, for Candidates for public office, for public officials, etc.

18. P. 280, Para. 71.—These are excellent objectives for a subsidized National Broadcasting Corporation but are no justification whatever for the placing of fetters upon private broadcasters.

P. 281, Para. 20.—“Private stations perform community services which, as they rightly point out, are important to the nation; local advertising is in itself a service of value to the community; local news, information and the promotion of worthy causes are essential services”.

19. P. 281, Para. 20.—“... proper function of the local station is the encouragement and the development of local talent . . . this has . . . in general been neglected.”

See P. 39, Para. 53 and comments thereon; P. 32, Para. 32; P. 289, Recommendation S.

Note:—The use of local talent is a natural development to the extent that local talent can be profitably used.

The business of the private station is to serve the listeners and the advertisers. It is a business undertaking and must be run on business lines. It has no subsidy and must earn all its money from its business customers. It is not suggested that it is the proper function of local theatres to employ local talent, nor for local printers and publishers to employ more local artistic talent nor for dance halls to employ more local talent (musicians, singers, professional dancers). It is no more reasonable to expect local broadcasters to employ local talent which is unable to compete with other available programme material.

In spite of the foregoing, and as a natural corollary of private broadcasting, a large number of the artists employed by the C.B.C. were first employed and got their first experience with private broadcasters.

20. P. 283, Para. 31.—“Before 1919 there was in Canada no property right interests in any aspect of radio broadcasting”.

Note:—Before the invention of the printing press there were no property rights in printing and publishing. But since the invention it is in the public interest that property rights be created and utilized.

Broadcasting in all of its manifestations is very similar to publishing in all of its manifestations. Both are means of entertainment, of instruction, of information, of discussion, for advertising and the carrying on of commerce, etc.

Note particularly that the Royal Commission blandly appropriates the whole field of radio broadcasting to state-directed cultural activities. Frequently where advertising is mentioned it is depreciated although the business community which is served by the advertising creates the wealth which pays for the C.B.C. and employs the artists and the educators and the directors. Since when did it become undesirable or improper that the resources of science and invention such as radio broadcasting be used in service of industry?

See exception.—A good word for “Local Advertising”. P. 281, Para. 20; P. 26, Para. 11.

21. P. 288, Para. 45.—“. . . formation of private station networks would bring them into commercial competition with the C.B.C. in the national field. See P. 29, Para. 21.

Why not? The C.B.C. is subsidized and should in the opinion of the Commission devote its efforts to purely cultural activities. Advertising in the opinion of the Commission seems to be inimical and detrimental to cultural progress. Why should the subsidized C.B.C. be concerned about competition in the natural advertising field?

The private stations are not subsidized.. They are commercial institutions serving the advertiser and the listener. Why should they be discriminated against in the national advertising field which is their special function?

Right of Appeal

22. P. 289, Para. 49.—“There should be some right of appeal. On the one hand the right should not disturb the C.B.C.’s control and responsibility towards Canadian broadcasting. On the other hand . . . substantial injustice should be redressed”.

Note.—Obviously an effective right of appeal on a matter of substance is a logical impossibility under these circumstances. If the C.B.C.’s control is not to be disturbed and if the C.B.C. makes a decree in the exercise of control there could be no successful appeal, because an appeal, if successful, would disturb the C.B.C.’s control.

P. 289, Recommendation “E”.—“That persons engaged in the radio broadcasting in Canada . . . affected by a . . . decision of the Board of Governors of the Canadian Broadcasting Corporation . . . be granted the right of Appeal to a Federal Court against substantial miscarriage of justice”.

Note.—If the C.B.C. have complete power to control; all decisions arrived at in the exercise of their control will come strictly within their Statutory power and must by definition be just. The due exercise of their control will come strictly within their Statutory power and must by definition be just.

Notice that the recommendation is for relief against “miscarriage of justice”, not for relief against programme hardship, or unfairness, or limitations to business opportunities or financial hardship, or damage, but only for “miscarriage of justice” which latter by definition cannot arise where controllers merely exercise their statutory power to control.

Publicity and Information

23. P. 299, Para. 76.—“Radio in any democratic country has three main functions: to inform, to educate and to entertain”.

“Information”, must include advertising which is of great value to industry; upon the profits of which all educational and entertainment activities depend.

24. P. 300, Para. 77.—“Culture, it is true, cannot be forced on us from above, and nothing is more distasteful than prescribed and regimented amusement . . . function of national radio in a democratic state is to offer helpful suggestions”.

See P. 5, Para. 8, 9, 10; P. 7, Para. 16; P. 40, Para. 57; P. 41, Para. 58; P. 283, Para. 29; P. 284, Para. 31.

How can this proper statement be reconciled with the recommendation of complete regimentation of Canadian radio under government direction?

25. P. 63, Para. 8.—“We can . . . readily understand the apprehension of newspaper men at the thought that this new means of newspaper publication (facsimile) should be subject to the legislation and to the regulations now governing radio broadcasting which we agree might not be reconcilable with our traditional views on the freedom of the press”.

Yet C.D.N.A. Scroll entitled “Freedom of the Press”, says that freedom of the press is merely a part of the individuals’ rights to speak freely to the public and of the public to freely hear what others care to say. The fact that it is printed in newspapers is merely incidental to the larger freedom and is not something separate.

The basic and necessary freedom of speech includes all means of public communication and includes radio as much as the printed matter.

26. P. 303 Recommendation “C”.—“That no private Television Broadcasting Stations be licensed until the Canadian Broadcasting Corporation has available National Television programmes and that all private stations be required to serve as outlets for national programmes.”

It appears that private persons are to be permitted to spend their own large amounts of money to create local television broadcasting stations and that when their money is invested they are to have no alternative but to carry C.B.C. programmes for whatever remuneration if any the C.B.C. care to pay them, and they are to be free to do whatever business only (if any) the C.B.C. cares from time to time to permit.

There is to be no independent competitive television.

Presumably, television is to be non-commercial or largely non-commercial.

The business community is to be largely deprived of the benefits of television advertising.

27. *P. 305, Recommendation "F".*—"Capital costs of the National Television Broadcasting System to be provided from public money by parliamentary grants. There is no effort anywhere to suggest the capital cost of such a system. The necessary interstation communication system is estimated to cost 35 to 50 million dollars but this does not include the cost of the television stations, television studios and television equipment.

P. 304, Recommendation "G".—That the cost of the National Television programme system for programmes and current needs be provided by license fees on television receiving sets at rates recommended by the Board of Governors of the C.B.C. (\$10 per set) by programme revenue and by such Statutory grants as may be necessary".

Note: There is no suggestion that the cost be kept within the revenue produced by a license fee of \$10.00 per receiver.

Obviously television programmes are much more costly than broadcast programmes. The Commission recommends that 14,200,000 be provided for broadcasting operations but makes no estimate whatever of the very much larger amount which they recommend be made available for television operating costs. Presumably C.B.C. are to go ahead regardless of cost to taxpayers.

P. 304, Para. 8.—"Television producers must have the greatest freedom for experiment in their work and the most favourable conditions possible". At great expense to the taxpayer and at no risk to the experimenters!

28. *Page 23—Paragraph 3*

"American programmes could be channelled into Canada Canadians could again feast heartily and cheaply on American bounty."

Broadcasting in Canada was the scene of great activity before there were any networks in the United States. After broadcasting began to attain some stature in this country the National Broadcasting Company network was formed in the U.S., but the two countries operated without radio connection for a considerable time. Canadians, however, did listen almost constantly to American stations and it was an endeavour to get listeners to concentrate on their own stations that gave rise to the first affiliation by Canadian stations with American networks. The thinking proved sound and from that time on the local station had its own local audience pretty well constantly, so Canadian listeners started and continued to hear Canadian programmes and it is no longer necessary for them to tune elsewhere to hear many of the better American broadcasts. Never at any time was there any danger of absorption of Canadian stations into the American orbit—a small knowledge of the facts shows such to be undesirable and uneconomical.

29. *Page 24—Paragraph 5*

The Massey Report makes this statement, "Advertising was becoming increasingly strident, most of the programmes came from sources outside Canada, and broadcasting stations were concentrated in urban centres leaving other areas unserved." This is not true. Of the sixty-two stations, only four received any programmes from American sources. Of the sixty-two stations, only six

were located in Montreal and Toronto—the remainder were in lesser populated centres in such places as Sydney, Charlottetown, Red Deer, Alberta and other provincial towns. The fact of the matter is that only with the advent of State radio were American programmes made available to the remote centres and up to that point the whole programming in fifty-eight of the sixty-two stations originated, either on a purely Canadian network or in the studios of local stations.

30. *Page 25—Paragraph 8*

"The duties of the Board of Governors were to make it possible for every Canadian to hear the Corporation's programmes an engineering survey showed an assured coverage of only fifty per cent of the population in urban centres".

Here is evidence of absolute failure on the part of the C.B.C. to carry its mandate. The first two stations established by the C.B.C. were in Montreal and Toronto which were already served by three and four stations respectively. The next development saw the duplication of coverage of other stations in the Maritimes and the Prairies. In all the years of the C.R.B.C. and later the C.B.C. existence, the only contribution to increased coverage by the C.B.C. has been the station at Chicoutimi and the few low-powered, unattended repeater transmitters in the Rockies.

On the other hand, so-called "private" stations right from the start served the more remote listeners. The whole of Northern Ontario and Quebec, with the single exception of Chicoutimi, even yet is served only by private stations. The whole of the Maritimes and the Prairies was covered only by private stations until C.B.C. recently erected duplicate facilities. The only broadcasting stations in the interior of British Columbia are privately owned and all the smaller towns throughout Ontario are served by private stations only. Really remote places like Prince Rupert, Grande Prairie, Dawson Creek and Flin Flon would have no Canadian radio were it not for the enterprise of individual Canadian citizens. To repeat, C.B.C. and its predecessor, the C.R.B.C. concentrated its efforts in the larger cities—went out into some remote areas only on the basis of duplicating existing coverage and made no attempt on its own to serve the hinterland. It is also interesting to note that these stations, paid for out of the savings of individual Canadian taxpayers, pay substantial levies to the C.B.C. and carry their full share of the local tax burden. The C.B.C. claiming it is an arm of the Government in this particular case, pays no taxes anywhere.

Further, the C.B.C. actually limited services available to remote listeners and nearly caused the permanent loss to Canadians of the use of some radio channels. This was brought about by the arbitrary C.B.C. ruling that private stations would be limited in power to 1,000 watts. Only an appeal to a Parliamentary Committee of the House of Commons was successful, causing this unjust and purely restrictive regulation to be modified.

31. *Page 26—Paragraph 13*

As a rule, private stations pay nothing for network services although some stations do, by agreement, pay some wire line charges.

This is still another grave inaccuracy. The private stations affiliated with the C.B.C. pay vast sums to their competitor, the C.B.C. The first such levy is a tax on transmitters by which means the C.B.C. collects from the private stations a total of over \$150,000 per annum. The basic inequity of being taxed by their competitor is doubled in this case, for the tax is levied on the gross revenue of the stations and does not take into account the operating costs. Thus dollars which might be spent in local service are siphoned off to the C.B.C. for national use. The stations are forced to maintain low operating costs which will permit the payment of this tax.

Further, stations receiving commercial programmes from C.B.C. receive less than one-half of the money paid by the advertiser for the particular station. Out of the remaining half the C.B.C. pays agency commission which, at most, is 27½ per cent, and keeps the remainder.

Further, the network advertiser pays for the lines to transmit his programmes. C.B.C. receives in payment from sponsors, the whole of the cost of its lines.

32. *Page 32—Paragraph 31*

We find a general sense of the value of the work done by the C.B.C. in encouraging the efforts of Canadian writers, composers and performers . . . much creative talent is thus developed which would otherwise be lost."

This statement would have much greater validity were it not for paragraph 33 on the same page which mentions complaints on the score that the C.B.C. supplies livings to some kinds of broadcasters but pays others, including writers, very poorly. Also paragraph 34—"moreover, complaints that the programmes of the C.B.C. are excessively centralized came with singular unanimity from practically every part of Canada, excepting, not unnaturally, Toronto and Montreal". Paragraph 31 refers to the development of creative talent by the C.B.C., does not refer to the discovery and early development of this talent by private stations. The paragraph concludes with this sentence, "The contribution, direct and indirect, of the C.B.C. to the maintenance of a number of symphony orchestras has been warmly acknowledged" . . . Paragraph 32 says, "by contrast, the lack of assistance to artists by private stations (with one distinguished exception) has provoked sharp criticism". "Comparative figures are shown for Toronto and Winnipeg. Not included in the Massey Report is the long list of Canadian cities and towns which have never had *any* programme origination paid for by the C.B.C. and rely entirely upon enterprise radio stations." Also not included is the fact brought forth by Mr. Surveyer on Page 390—Paragraph 20 that "27 per cent of Canadian private stations failed to make both ends meet in 1948 and the remainder averaged a profit, after taxes, of \$17,300." This return is on a capital investment which may be as much as \$600,000 and would average \$311,000 (Page 281, Para. 22)" This amount, large as it is, is overshadowed by the constant threat that the competitor will rigorously enforce his rules and so bring about bankruptcy. Also not mentioned is the fact that most of these stations are forced to carry substantial percentages of American commercial network programmes at a price so low that operating expenses are barely covered. Further, private stations must also carry many hours each week of C.B.C. non-commercial programmes also originated almost entirely in the major centres and the scheduling of these programmes is such as to make it very difficult for the private station to sell time to provide the means for the support of local talent and community activity generally.

Again, all these stations pay the normal load of taxes, in support of local and national enterprises to which the C.B.C. makes no contribution whatever. These include direct payments to the C.B.C. Also not mentioned is the heavy C.B.C. operating deficit each year which must be met out of taxation and is covered by Government grant.

Finally, the C.B.C. collects the whole of the listeners' licence fee, not even paying the collection costs which are borne by the public purse, and no part of this revenue is available to any private station.

33. *Television*

The Massey Commission findings on Television approve of the error of establishing broadcasting stations in major centres of population where other facilities and services either exist or could be established. Private applications

have come in for Television stations in several of the larger cities of Canada. If the C.B.C. were to properly perform its national duty, its original facilities would be erected at quite different points and a scheme of proper co-operation worked out between all telecasters, thus television service and opportunity becomes widespread. Rather, the taxpayer is compelled to cover the great cost of a limited service to be established and maintained entirely at the expense of the public purse.

34. Reservations and Observations by Arthur Surveyer on Radio Broadcasting, Television and The National Film Board.

P. 387, Para. 11.—"In Great Britain . . . the objective is to give the people what they ought to have; in the United States . . . the policy is to give the audience what they want".

P. 387, Para. 12.—"There is a tendency to underestimate the importance of advertising in the economic life of the country . . . In order to sell goods people must know that they exist and must learn through the various advertising media the quality of these goods and their possible usefulness. . . It might be argued that the private stations advertise Canadian goods while the Canadian Broadcasting Corporation commercial network programmes advertise chiefly American goods made either in the United States or in the Canadian plants of American companies".

P. 390, Para. 20.—"In 1948, 27 per cent of the stations of the C.A.B. did not make both ends meet and the remaining 73 per cent showed a profit as an aggregate figure after taxes of \$17,300 per year".

P. 391, Para. 21.—"I BELIEVE, HOWEVER, THAT AS A MATTER OF ELEMENTAL EQUITY THEIR DEMAND FOR AN INDEPENDENT REGULATORY BODY SHOULD BE GRANTED".

35. Right of Appeal

The right of appeal recommended by Mr. Surveyer is exactly similar to the right of appeal recommended by the majority of the Board. The only difference is that in the case of Mr. Surveyer's recommendations the appeal would be from his suggested "Canadian Broadcasting and Telecasting Control Board" instead of the Canadian Broadcasting Corporation. The right of appeal suggested by Mr. Surveyer is no broader than that suggested by the majority recommendation and would be largely illusory for the very reasons cited in the comment dealing with the right of appeal as recommended by the majority report.

APPENDIX "E"

A SUMMARY OF SOME OF THE PUBLIC SERVICE ACTIVITIES OF COMMUNITY BROADCASTING STATIONS ACROSS CANADA PUBLIC SERVICE FEATURES OF COMMUNITY BROADCASTING STATIONS

The public service story of community broadcasting stations across Canada receive very little publicity—perhaps because the broadcasters are too busy providing the service to see that it is publicized. Anyone who delves into this aspect of private radio, however, will be amazed at how much work is being done in this connection. This summary does not tell the full story, but it tells what some of the community broadcasting stations of Canada have done and are doing in the way of development of personnel; development of talent; local community service; service in emergency; education; creative programming; religion news; agriculture; government and programming for minority audiences.

Development of Personnel

Community radio stations have no pool of experienced help to draw from . . . rather they are the pool which the C.B.C. and American networks recruit talent. Community radio has another drawback in the use of live talent because they are not permitted to form networks. The broadcasting of major dramatic groups, large symphonic groups, opera societies or philharmonic orchestras is very costly, and the cost cannot be borne by an individual broadcasting station except under very unusual circumstances.

When the Canadian Broadcasting Corporation hires musical and dramatic talent to put on a radio broadcast, it is for a broadcast that is being carried by a network, and thus the costs of such a production is distributed over a number of radio broadcasting systems.

The Borden Company, for example couldn't afford to pay the cost of the talent for the program "Canadian Cavalcade" if that program were being broadcast over just one radio station even if that station were a large one in one of the major metropolitan areas.

In the same way, the Robert Simpson Company couldn't afford to pay the talent charges for the Toronto Symphony Pops Concert if the program were going to be carried by only one of the Toronto stations. It is only because these programs are being carried by a number of radio stations throughout the country and thus reaching a very large percentage of the population of Canada that the resulting talent charges can be afforded.

It follows then, that individual broadcasting stations in various smaller communities across the country, which are denied the privilege of originating a commercial or sustaining network, cannot individually afford such live talent broadcasts. In spite of this, reference to the consolidated financial statement of the free enterprise broadcasting stations will show that the combined expenses for artists fees, performing rights, studio expenses and other program expenses, of the free enterprise broadcasting stations in 1948 came to a total of \$2,784,039.23 for programs.

The financial statement of the Canadian Broadcasting Corporation for the same length of period shows an expenditure by them of \$3,817,993.39 for programming. In the light of the fact that the free enterprise stations had to spend their programming money for individual station broadcasts while the Canadian Broadcasting Corporation was able to supply its programs over the entire network, therefore, this record seems commendable. It is also to be expected that there will be a decided increase in the use of live talent, both musical and dramatic, by the free enterprise stations, if and when they are granted the privilege of forming provincial, regional or national networks.

It is also noteworthy that most of the C.B.C. talent, and much of the talent on American networks, originated on Canadian free enterprise broadcasting stations. Over 600 past and present performers on C.B.C. networks or C.B.C. employees have received their start on independent broadcasting stations, as have other performers now contributing in other fields of entertainment. For example: Actor, writer and producer, Bernie Braden; Actor and writer John Drainie; Poetess Mona Gould; Metropolitan soprano Pierrette Alarie; Commentator John Fisher; Musical Director Bert Pearl; Organist Marjorie Payne; Actress Beth Lockerbie; Supervisor of Drama Andrew Allan; Announcer Max Ferguson; Singer Giselle; Children's story teller "Just Mary"; Pianist Rex Battle; Violinist and Conductor Ethel Stark; Orchestra Leader Giuseppe Agostini; Actor Fridolin; and Singer June Kowalchuk, all received their start in private radio. (In the case of singer June Kowalchuk, her first break came when radio station CKRM, Regina—on which she had made her first appearance at the age of seven—and the Regina Kiwanis club jointly sent her to Winnipeg to study under Dr. Ernesto Vinci of Toronto.)

It is evident, therefore, that the free enterprise broadcasting stations have developed a great deal of talent in Canada. Since they haven't been permitted to form networks, however, once the live talent they have developed for one station use reaches the point where that talent desires broader expression—the talent goes over to the C.B.C. or American networks.

Community radio, however, continues to develop talent both for its own station and for the C.B.C. As one community station manager commented ruefully, "We train them too well to keep them in a small town."

To train their personnel, many community stations have organized classes and imported teachers. For example:—

A group of stations have organized co-operatively under the general name of "The All-Canada Mutually Operated Radio Stations". This group is made up of CJVI, Victoria; CKWX, Vancouver; CJAT, Trail; CJOC, Lethbridge; CFAC, Calgary; CJCA, Edmonton; CFGP, Grande Prairie; CKCK, Regina; CKRM, Regina; CKRC, Hamilton, and CKOC, Hamilton.

These stations operate a continuing clearing house of programmes and production ideas, and other factors relating to broadcast operation. They exchange, voluntarily, the best ideas developed at each station at the rate of 300 per year.

Class training of writers is another sphere of personnel development by these western stations. For several years, they employed, co-operatively, a travelling writing instructor, who conducted a continuing series of oral lessons. They also employed a travelling voice coach, a university graduate in speech instruction, to give personalized training to announcers of the different stations in voice production and diction. A travelling newsman was also engaged co-operative by to give individual instruction to newsroom personnel in effective news presentation. The news instructor was the reporter who had covered the European war scene as a special correspondent for the All-Canada stations during the Second World War. He also had a background of many years experience with Canadian Press, having held an executive post with that organization before joining ACMO.

ACMO has also put out a comprehensive training manual "What Every Staff Member Should Know", a manual involving two full years of preparatory effort and embodying the collective thinking and experiences of 21 of the group's own top men.

ACMO stations also have a continuing policy of exchanging personnel in inter-station advancements. In three years, there were over 75 inter-station transfers and promotions within the group itself. In addition, there are over 40 former employees who are now leading announcers, writers or artists in radio work in Eastern Canada and the U.S.A.

The ACMO stations also realized that if the maximum value is to be obtained from people's abilities and talents by both the station and the community, "round pegs must be placed in round holes". To accomplish this, the stations, first of all, conducted a detailed job analysis in order to determine the qualities required in each job. Then, through extensive research among business, industry and practising psychologists, they located suitable testing yardsticks. Finally, they worked out a technique of personnel measurement and appraisal for each job in a broadcasting station.

As a whole, this systematic scheme of personnel selection has the double value of enabling a station manager to place his personnel properly in the first place, as well as offering a sound measure of employment counselling to applicants for positions. This particular plan was unique in the community broadcasting industry, and outlines of the mechanics of the plan were made available to the National Association of Broadcasters in the U.S.A. at their request.

CFQC, Saskatoon, is another station which has worked out its own system of personnel selection and training. CFQC's news staff is picked on the basis of 1. a written application; 2. a psychological test; 3. an intelligence test; 4. a personal interview and audition. Each member of the CFQC news staff also specializes in certain subjects.

For example, as of January, 1951, the staff consisted of:—Godfrey Hudson, news manager, a graduate of the University of Saskatchewan with post-graduate work at N.B.C.'s Northwestern University Summer Radio Institute in Chicago and the Medill School of Journalism in Evanston, Illinois; Bob Elliot, a graduate of the University of Saskatchewan; Bill Cameron, who put in two years at the same alma mater; women's editor Connie Helme, another University of Saskatchewan grad.; Arnold Stilling, who came to CFQC from the R.C.A.F., and two junior announcers Ron MacDonald and Derwood Castle.

Hudson's specialties were politics, agriculture, civic affairs and labour. Elliot—economics, politics and agriculture. Cameron—civic affairs and several sports. Stilling—sports authority. Connie Helme—political science and feature writing. Ron MacDonald was being trained for the labour beat, and Derwood Castle was being trained in news editing.

Other personnel training plans which might be mentioned include:—CKNW, New Westminster, who hired a voice expert, Mrs. Bertha Biggs, in 1951, to conduct voice training courses for its staff. CFPL, London, which has sent the head of its dramatic department to Toronto and New York for training, and whose production manager has also spent much time with topnotch producers and musical directors. Or there's CJVI, Victoria, the station which devised a plan whereby high school students took over the complete operation of the broadcasting station every Saturday morning. The students themselves conceived, wrote, announced, acted and produced the whole morning run—training and developing themselves in the actual atmosphere of a broadcasting station.

Development of Local Talent

Hand in hand with the development of personnel, community broadcasting stations have developed and trained community talent. Local talent has been discovered, trained and encouraged through:—

Maintaining a schedule of continuing auditions.

Broadcasting local musical clubs.

Organizing and managing musical groups or individual performances.

Maintaining dramatic clubs.

Offering scholarships.

The following are offered as ransom examples of some of the community broadcasting stations' efforts in this regard:—

CHLO, St. Thomas, aired the school choirs of St. Thomas and district regularly. The St. Thomas Little Theatre was given its own programme on which to produce plays, and members of the Little Theatre also acted in many productions aired by the station. The Orpheus Choir of London has also been heard over CHLO, and Campus Parade—a programme produced and written by students of the University of Western Ontario—is a regular half hour Sunday feature.

CHML, Hamilton, has sponsored a series of broadcasts—presented twice monthly—by the Hamilton Concert Orchestra, with a membership of forty-two musicians, under the direction of Mr. Edward Stewart. These broadcasts were presented to aid the drive for funds for such organizations as Hamilton College, the Health League of Canada, the Canadian Arthritis Society and the Annual Easter Seal Campaign.

For 29 consecutive weeks a season, CHML also presented The Ken Soble Amateur Show. Hundreds of young Canadians were auditioned for this programme. Prizes were awarded to the winners each week, and the entire cost of the show was paid for by CHML.

CJAV, Port Alberni, has sponsored a weekly talent show for one hour each Sunday. From this show, the Alberni Valley Junior Talent Society, with a membership of over 125 youngsters between 10 and 18, has developed. Talent considered worthy is taken into the society and given vigorous training, advancing by passing periodical examinations. An example of the talent being trained is a 40 voice girl's choir. This CJAV feature has been aired by the station since December, 1947.

CKRC, Winnipeg, has sponsored three major talent-development programmes on the air. They are "Student Drama Lab"; "Talent Time", and "Junior Musical Club."

The "Junior Musical Club" was founded in 1901 by Mrs. Grant, a prominent pianist and music teacher, to promote the study and performance of classical music by young people, and to foster skill in the performer and appreciation in the listener.

Its radio history on CKRC dates back to 1932. The programmes at first were 15 minutes, but in 1941, they were extended to 30 minutes. The programme is heard Saturday mornings between October and March each year, and is composed of instrumental, vocal and choir numbers. The artists range in age from seven to eighteen years, and have included many of Winnipeg's leading musicians in their younger years.

Some of them were Donna Grescoe, Ross Pratt, the Nelson Sisters, Anna Moncrief Hovey, Mary Morrison, the Trepel Sisters, Gordon McLean, Gordon Kushner and Winnifred Scott, to name only a few.

CKRC's Student Drama Lab dates from 1945. It is fundamentally a radio class to teach basic radio broadcasting techniques to people who pass audition tests for this series of free instruction.

Interest in the Lab grew to such an extent that two classes had to be formed. A junior class is composed of those new to radio and a senior class is made up of those with some knowledge of broadcasting.

After a period of training, members of both classes take an active part in a 13-week series of drama broadcasts over CKRC. Some of these dramas are original radio plays written by members of the Drama Lab.

Many former members of the Lab are now in professional radio. For example: Bud McManus and Greg Anderson, announcers; Terry Clark and Elaine Wilson, commentators; Margaret Brown, CBC actress on Farm Forum broadcasts; Gweneth Davies, Winnipeg speech teacher; and Mary Madden, actress with the Los Angeles Theatre.

The third CKRC talent-developing program is "Talent Time". In 1950, this programme auditioned 350 contestants in Manitoba, and gave 130 of them a chance to take part in a 26-week series of broadcasts.

In addition to the opportunity given to the amateurs, the programme provided another radio vehicle for a number of local professional musicians who provided the accompaniment and background music for the show.

CJKL, Kirkland Lake, introduced promising talent to Northern listeners on a Saturday afternoon amateur programme. One of CJKL's 1948 participants is now singing on a commercially sponsored programme. Another sings regularly on a sustaining series. CJKL has also presented two half hour programmes (musical and dramatic) a week, prepared by French Canadian groups in the community.

CHAB, Moose Jaw, conducted a programme under the guidance of Mrs. Hall, a former musical festival winner, who co-operated with local music and voice teachers in presenting teen-agers in recital. The same lady had a weekly programme for older teen-agers and those in their early twenties.

CHAB also broadcast a weekly programme recorded at the University of Saskatchewan featuring University talent, Drama, and round table discussions. All of these programmes were originally written, produced, directed and recorded by University students.

CJGX, Yorkton, has featured a weekly programme presenting the Glee Club of St. Joseph's College, Yorkton, a half hour weekly of local drama, and a quarter hour weekly of young local musical talent under the direction of local music teachers.

CKY, Winnipeg, has presented a twice weekly show "Winnipeg Sings" with the purpose of revealing some of the city's vocal talent. Everyone from soloists to a thirty-five voice male choir composed of members of the Winnipeg Junior Chamber of Commerce have appeared on this programme.

For a full week in January, 1951, CFCF, Montreal, in collaboration with the Notre Dame de Grace Business Men's Association, presented a half hour show each evening featuring local talent.

Every evening, six contestants appeared on the special programme, and those giving what was judged the best performance each evening appeared on the final show, at which the prize winner was chosen.

CFPL, London, in 1951, launched a "Search for Songs" contest for Canadian composers. Two vocalists, Gayle Gordon and Ginny Mitchell sang the best of the songs entered in the programme, accompanied by Neil McKay's orchestra.

The 21 best songs, which were aired over CFPL, were chosen from 72 submissions, by a selection board consisting of Don Wright, Martin Boundry, director of the London Civic Symphony Orchestra and Earle Terry, director of music for the London Board of Education. The contest winner was selected by radio listener's ballots.

CKRD, Red Deer, since 1949, has aired "Little Red Schoolhouse" directly from the auditorium of the Canadian Union College at Lacombe, about 14 miles north of Red Deer, featuring talent from the college.

CHOV, Kelowna, has featured a series of quarter hour programmes presenting children's choirs from nine of the rural elementary schools in the Kelowna area, during the month of December. The children sang carols and took part in the special Christmas programs prepared by the station. A choir from the Kelowna Junior High School has also presented two half-hour broadcasts from the CHOV studios during the Christmas season.

CKCK, Regina, has donated money prizes to the Saskatchewan Drama League to encourage amateur actors. In 1950, \$650 in prizes and scholarships were contributed by the station.

CJVI, Victoria, has followed a policy of auditioning all comers, and giving candidates the benefit of trained advice. Candidates considered worthy of development have received necessary guidance and eventually appeared on CJVI's "Stars of Tomorrow." All such artists were paid by the station for all air appearances.

CJVI has also presented five concerts per season of the Victoria Symphony Orchestra, recording the final rehearsal of each concert. These records were then played back to the entire orchestra, comparing them with earlier records, and with those of world-renowned orchestras, for purposes of development and improvement. All costs, of course, were paid by the station.

CJVI also had three outstanding Victoria music students who were studying in Toronto, England and Boston, respectively, record a monthly recital to be broadcast to the people back home. All costs, of course, were again paid by the station.

CKCK, Regina, has put on an annual series of half-hour musical scholarship audition programmes from a local auditorium. In one year, 1945, 45 young people, selected carefully by a preliminary audition from an original 85 applicants, competed for the six cash scholarships awarded by the station.

CHRC, Quebec City, has held two audition sessions per week for all talent, offering a thirteen week engagement to winners. The station has also featured a full one-hour show with an eleven piece orchestra on which new singers were introduced.

CKAC, Montreal, a station which can claim credit for the development of some 60 per cent of the talent on CBC French language stations in Montreal, has featured "La Boursiers"—thirty evening half hour programmes, inviting new talent. This programme offered \$1,000.00 in cash prizes, and paid the professional fee of each contestant. Awards have also been given for dramatic art and for writing.

Other programmes on this station which have uncovered talent—talent which has been successful in both radio and in opera and on the stage—are "Une Première Audition", "Les Amis des Arts" and "Le Théâtre Expérimental".

CJCA, Edmonton, conducted a drama group where, under expert coaching by staff members, local aspirants were trained in writing, producing, acting and announcing. This group also aired a minimum of one programme a month.

CHWK, Chilliwack, in connection with the Fraser Valley Music Teachers' Association, the local high school authorities and organized musical bodies, has held regular auditions of various types, and given opportunity to talented discoveries to appear on regular station schedules.

CFQC, Saskatoon, has specialized in the scholarship technique, providing scholarship awards for certain types of talent and offering programmes to winners.

With the idea of establishing a pool of partly trained radio talent, CKWX, Vancouver, and the University of B.C. Radio Society has established a commercial radio course. The 20-week course commences in mid-October and runs until the end of March, when a half-hour programme, originated, prepared and presented by members of the class is put on the air. The course is free, but exams at the end of the first eight weeks weed out those with little talent for radio.

Subjects covered in the course include:—microphone technique and musical programming; operating; writing for radio, radio salesmanship; the purpose of radio; news and special events; advertising agency work; drama and variety production; radio promotional station management; station regulations; announcing, and engineering. CKWX's Reo Thompson handled the introduction, review sessions and exams with lectures being given by members of CKWX's staff and outside experts.

CKCW, Moncton, has also established a broadcasting school offering, without charge, a 16-week course covering all phases of broadcasting, including announcing, writing and operating.

One single spot announcement about this course brought in 18 applicants to seek a desk in CKCW's Little Red Schoolhouse of the Air. In three days, the total rose to 51.

CFRA, Ottawa, has also co-operated with the Department of Journalism at Carleton College in presenting two seminars on radio. These seminars are conducted to assist in training personnel for the increasing needs of the radio industry, and, also, to enable those who don't aspire to a full time radio career to improve their radio presentation. Instruction in improving speech and diction; training in the writing and production of radio programmes, and training in station administration as well as practical experience in planning and broadcasting a series of radio programmes were offered in these seminars.

This list is an incomplete one, and yet it is impressive. It is concrete evidence that Canadian community broadcasting stations are seeking out, giving definite encouragement to, and developing the talent in their individual communities. And all this is being done without cost to that community—and without subsidy.

News

In no field of public service has the community broadcasting station so improved its service over the last decade as in the field of news presentation. At one time, many community stations did rely on wire service reports plus "scalped" items from local papers for their local news. Now, community broadcasting stations have their own efficient news staff who collect local news by covering regular news beats—city hall, police, labor, service club, hotels, legislature, etc., and frequently score a "news beat" over the local papers. Radio station CHUM, Toronto, for example, was first on the scene at both the *Noronic* and the garment industry fires.

In addition, radio has followed the newspaper into the field of special correspondents. Thus CKWX, Vancouver, has sent men to cover such events as the RCAF Korean airlift out of Tacoma, Washington, and the Canadian Army's northern exercise "Operation Sweetbriar" from the spot. The same station also covers the entire session of parliament from the provincial legislature press gallery at Victoria, with their radio newsmen using wire and telephone to get their stories in quickly. Other examples of special correspondents are:—

Correspondents sent by CFRB, Toronto, to cover the fighting in Europe for the station during World War II, and again, sent to cover the British elections in 1950; Radio reporter Fred Edge sent to London, Paris and other European points in 1951 to provide spot coverage of the international scene for CKEY, Toronto and CKOY, Ottawa; Supertest reporter Larry Henderson, who has toured Europe, Korea, Formosa, Japan and other countries sending back actuality reports in both French and English on discs to the stations carrying his broadcast.

Another improvement in radio news coverage is the increasing habit of taking the microphone along to where the news is being made so that listeners can hear the sound of the event whether it be a flood, fire, strike or any other news event. The practice of putting news on tape as it happens has been followed by both special correspondents and special events crews.

An example is the return to its home base of the Canadian destroyer, H.M.C.S. *Sioux*, which was handled by CKDA, Victoria, as a public service special news event.

Two special events crews handled the broadcast. One crew boarded the *Sioux* while she was about seventy miles out at sea on her homeward voyage, and set up shortwave facilities, which were piped to CKDA's control board. The second crew set up line facilities at the dockside, where the wives and families and thousands of other Victorians or visitors were gathered to welcome home the first of the Canadian naval ships to serve in Korea.

The broadcast opened with a short interview from the ship with the Commander and other officers, and then two way conversations were established between men aboard and members of their families ashore. Following this, a number of other interviews were broadcast, and, as the ship neared its dock, CKDA announcers operated from both ship and dock with descriptions of the arrival of the *Sioux*.

Originally, CKDA intended to present only three short isolated broadcasts on the arrival of the *Sioux*. However, the special events crews had collected such tremendous human interest material that the broadcast ran for over three hours uninterrupted. Furthermore, public acclaim was so great that CKDA repeated the broadcast, in its entirety, later the same day.

Similar broadcasts were presented from the *Cayuga* and the *Athabaskan* —a ship's concert party being presented on the latter program.

The news beat of CHUM, Toronto, on the *Noronic* and garment industry fires has already been mentioned. The fact that CHUM was first on the scene of the tragic S.S. *Noronic* fire wasn't just luck, however. Realizing that the great news advantage of radio is that there isn't the time lag of getting the news into print, CHUM had set up a "Teleflash News Bureau". Listeners were encouraged to "phone CHUM first" if they witnessed an accident, holdup, fire or other newsworthy incident with cash as a reward for good news tips.

As a result of this policy, a cab driver spotted the *Noronic* fire, immediately phoned CHUM, and within minutes the station's staff was on the spot, even though CHUM had signed off the air several hours before. In between recording dramatic eye witness reports, pyjama-clad announcers actively aided police and firemen on the pier. Tapes were aired when the station went on the air at 6:30 in the morning.

Getting the news, however, was only the beginning of the CHUM job. Staff teams scoured city hotels, hospitals and other disaster points, interview survivors, compiling lists of missing, injured and dead.

When CHUM discovered that most of the passengers on the ill-fated vessel were from Cleveland, tape recordings were rushed by air to WTAM and WHBK, giving Clevelanders the first word they had of the fate of friends and relatives aboard the *Noronic*. The Toronto station also supplied N.B.C.'s daily news roundup with two on-the-scene discs. Also, one of CHUM's staff filmed fire shots, which were used on N.B.C.-TV newsreels. For nearly two days, the entire CHUM staff worked without sleep. All commercials were dropped, and CHUM's facilities, as well as staff, did nothing else but disaster service. The station became practically a voice for police, fire and disaster organizations such as the Red Cross and Salvation Army. The station also kept curious citizens from clogging pier areas.

CHUM received a Variety magazine "Showmanagement" award for "outstanding news coverage" for its work on the *Noronic* fire.

Perhaps the most outstanding feature of the CHUM submission to Variety, however, was this paragraph, written by Miss Leigh Stubbs, CHUM's program director, for it expresses the attitude toward news which is felt in every community radio newsroom in Canada. It read:—

This submission to Variety is made on behalf of radio . . . not because we scored a newsbeat on the *Noronic* disaster. Anyone can do that by being alert. But because radio is still the Number One news and information centre for the people . . . because radio is the best and fastest way to keep the people informed . . . to tell the story of such disasters . . . to help when help is needed most.

CHUM made use of tape recorders in telling the on-the-spot story of the *Noronic* fire. This is becoming an increasingly common feature of radio reporting. CKEY and CFRB, Toronto, and CFPL, London, as well as local stations, for example, sent in their announcer-reporters to tape on-the-spot stories of the Winnipeg flood for their home listeners.

Another example is that when the North Atlantic Treaty Organization fliers graduated from an R.C.A.F. station near Summerside, CJRW, Summerside was the only radio station to be on hand to record the entire ceremony. The Royal Canadian Air Force later asked for a copy of the recorded ceremony for their files in Ottawa.

Tape-recordings are also used to record such events as the opening of community hospitals, municipal elections in rural areas, etc. CKOY, Ottawa, has a weekly program "Radio Newsreel" which is a résumé of the important events of the week in Ottawa, recorded on the scene—a visit of a V.I.P., a statement by a Cabinet minister, etc.

In addition to taping news as it occurs, many radio stations have taken their recording equipment out into the field for feature stories of local industries and people.

For example, CKSF, Cornwall, has featured a program "CKSF Goes Calling". On this programme, a local industry or institution is visited each Saturday morning, and the interviews with the people working there, plus a description of their activities, put on tape. Later the tape is carefully edited before it is broadcast on Monday evenings for adults, and again the next afternoon for the schools of Cornwall.

The first broadcast started at the public library. The second edition came from the Cornwall Travel Information Office. The Howard Smith Paper Mills were visited... Canadian Industries Limited... Courtaulds (Canada) Limited. CKSF has also visited cannery works, flying schools, the Canadian National Railway, and the Cornwall canal. They've also taken their listeners along to help sort the Christmas mail at the post office, to see brooms made, hockey sticks manufactured, and cheese made for export to Britain.

(WACJA, Edmonton, CKRD, Red Deer, CFAC, Calgary, and CJCJ, Lethbridge, carry a similar program in "The Alberta Story". "The Alberta Story" works on the same principle as "CKCF Goes Calling"—it tells one listener how another man in another vocation earns his living. "The Alberta Story" tells the tale of the various phases of industry and activity throughout Alberta—ranching, oil producing, farming, transportation, forestry, etc.—taped on the scene and then carefully edited.

To tape the Alberta Story, a journey of as much as 600 miles has been taken for one-half hour broadcast.

Another development in radio news coverage is RADIO PRESS LIMITED, a co-operative news service which has been operated by five Maritime stations and the British United Press since 1947. Each station in the agency—CFNB, Fredericton; CKCW, Moncton; CFBC, Saint John; CKMR, Newcastle, and CKCL, Truro—collects local and regional news. This news is reinforced by a network of correspondents throughout New Brunswick and Nova Scotia. All news is exchanged between the stations by phone and BUP teletype.

Since many community broadcasting stations serve rural areas where there is only one daily newspaper (and it is often a paper which comes from a distant city with very little local news) stations concentrate on building up a network of correspondents. An example is CKNX, Wingham, which has built up a string of 40 correspondents spread out over eight Ontario counties to provide news coverage for its listening area. Approximately 40 per cent of the total news aired by CKNX is local. Most of the station's correspondents are weekly newspaper editors, and they file their stories by telephone. The station uses a Tapewriter to record the correspondent's reports in order to save on long-distance phone calls, and the reports are later re-written for broadcast.

Rural stations are not the only community broadcasting stations to use local correspondents, however, CKWX, Vancouver, for example, maintains a web of correspondents working out of six key points on Vancouver Island and the Fraser Valley, covering an area containing 80 per cent of the B.C. population.

Community radio stations have also borrowed the idea from newspapers of writing news stories in anticipation. For example, within a minute of the announcement of the death of the late Prime Minister Mackenzie King, CJOB, Winnipeg, presented a broadcast on the life story of the late Prime Minister. The programme which pointed up the highlights of Mr. King's career had been prepared some time before, and the regular broadcasting schedule was interrupted in order to present it.

These random examples, therefore, tell of some of the steps being taken by community broadcasting stations to supply all of the news as soon as it happens.

Government

Community broadcasting stations have consistently tried to keep their listeners informed about matters of federal, provincial and civic government.

In the federal field, for example, there is the Radio Bureau, an organization set up and sustained by members of the Canadian Association of Broadcasters, in order to bring to the people all over the nation the latest news of their own member's political activity direct from the nation's capital. Through its "Report from Parliament Hill", the Bureau offers every member of the House a chance to report regularly to his constituents, on a scheduled basis, by means of short talks recorded without charge in Ottawa. Two hundred members of Parliament have their 15 minute reports sent out on these Bureau recordings to the 67 stations, covering every part of Canada, which take the service.

It is certainly one of the largest public service and public relations projects ever attempted by Canadian radio, and all parties prize this opportunity of speaking directly to their own constituents. All cost of the service is borne by the member stations of the Bureau.

In addition, the Radio Bureau provides a daily five minute report on recent political developments, as well as a weekly quarter-hour commentary, when the House is not sitting. These reports are prepared by the bureau's special Ottawa news correspondent.

Since 1947, a commentary on Parliament sessions entitled "Today in Parliament" has also been carried by CFRA, Ottawa. The commentary is written and broadcast by Arthur McKenna, member of the Parliamentary Press Gallery, and correspondent for the Wall Street Journal and Canadian Dow-Jones.

The programme is broadcast five nights a week, Monday to Friday, directly following the 11:00 p.m. news, while the House was in session, and keeps CFRA's listeners informed of the daily activities of the House of Commons.

Community broadcasting stations also present opportunities for election candidates to present their platforms. CJCJ, Calgary, for example, always conducts an open forum during federal, municipal or civic elections, on which all candidates are offered free time. CHAB, Moose Jaw, follows a similar course. The station sponsors panel discussions on which pertinent topical questions are discussed by the candidates for office. Other stations follow a similar course.

CJRL, Kenora, presents an additional service in its quarter hour a week series "Report to the People" on which political leaders report to the people of the district on government affairs and major issues. The local M.P., M.P.P., and officials of the municipal council all take their turns at the microphone on alternate broadcasts.

A part of community radio's service in the field of government is also provided by up to the minute news coverage from provincial legislatures. Radio stations are still not allowed to have their own representatives in the Press Gallery at Ottawa. However, ever since CKWX, Vancouver was granted a seat in the legislative press gallery at Victoria—the first radio station in Canada to be granted this privilege—radio newsmen have been gaining the privilege of covering other provincial legislatures and broadcasting up to the minute reports about the legislature during the sessions.

In Saskatchewan, legislature broadcasts, sponsored by the Saskatchewan government, are even aired for an hour and a quarter daily over four stations in the region when the legislature is sitting. The broadcasts are originated by CKRM, Regina, and fed to CKBI, Prince Albert; CHAB, Moose Jaw, and CJNB, North Battleford.

During these broadcasts, Tom Hill, CKRM Regina's production supervisor, acts as commentator and identifies each member and his riding as they are about to speak. The Premier, Opposition Leader and Speaker each have microphones, and four other microphones are rotated among the members according to the speaking schedules drawn up in advance by the party whips. Frequently,

however, it is necessary to cut into the public address system to pick up unscheduled remarks.

Another program contributing to good government is a program of CKCK's, Regina, where a discussion of a local government problem is aired each week by the man who has made the news that week. A typical broadcast had the secretary of the Saskatchewan Wheat Pool commentating on the Anglo-Canadian Wheat agreement, followed by the mayor of Regina discussing the city's budget estimate; the city engineer predicting dire floods in the event of a sudden thaw, and the Minister of Highways outlining the coming year's road program.

CFOS, Owen Sound, carries two local government programs—"Town Hall Report" and "Report from City Hall". "Town Hall Report" enables the 13 mayors and reeves of towns in the area of CFOS to reach the people they serve regularly. On "Report from City Hall", the mayor, city council members and heads of civic departments in Owen Sound, discuss civic affairs once a week.

CKDA, Victoria, has a "Civic Round Table" program on which representatives from the City Council of Victoria and the Municipal Councils of Saanich and Esquimalt appear to discuss civic and municipal items of interest.

Listeners also take part in the CKDA program by sending in tax, property and other problems to be discussed.

CFRB, Toronto, has a weekly report to the people by the mayor of that city, and CKOY, Ottawa, has carried a weekly quarter-hour program with the mayor of that city commentating on civic and local matters.

CKOK, Penticton, has a quarter hour program "Report on Civic Affairs" once a week.

CKCW, Moncton, carries "Report from City Hall", a weekly program on which the Mayor or his Deputy discuss municipal problems.

CHML, Hamilton, has regularly broadcast the proceedings of the City Council of Hamilton.

CKBB, Barrie, also carries a "Report from Town Hall". Fifteen minutes a week is given over to the mayor, councilmen or committee chairmen of Barrie to discuss the town's affairs and problems. Such current issues as tax rates, street conditions, and parking meters have all been discussed on this program.

Closely allied with this is CKBB's Junior Chamber of Commerce production, in which guests, who are recognized authorities in their field, deal with many phases of community activity. One of their topics, for example, was "Why the High Cost of Milk?" This broadcast brought farmers, dairymen and consumers to the studio for a half an hour discussion. Another topic was "Recreation", in which the chairman of the Park's board, the recreation councillor and a representative of a men's organization which was considering opening another playground, took leading parts.

CKWX, Vancouver, has carried a review of business conditions in the area and reports on trade and industry, presented by the Vancouver Board of Trade, since 1947. Frequently a guest—usually a business economist—is also interviewed on the program.

CKWX also serves labour through another weekly program shared by the district representatives of the C.C.L. and A.F.L., in which the views and business of these two opposing labour groups are discussed.

CKWX, has also presented "Public Opinion", an open forum type of presentation, and it has carried the commentaries of such experienced observers as Elmore Philpott and the Honourable H. H. Stevens, on a sustaining basis (and indeed developed the former to the point where he ultimately became network talent). CKWX has also devoted weekly half-hour programs to special labour news and commentaries.

CKCW, Moncton, has been responsible for the organization of a civic improvement league to work WITH the city council (not against it) in order

to try and determine what the people want and the best ways of going about making Moncton a better city. This project involved, among other things, the broadcasting of a program called "Public Opinion" once a week. During this program, a subject was chosen, and people were asked to send in their opinion about it. The program became so vital in the life of the community that, as a result of expression of opinion, the City Council has reversed its decision on several different occasions.

CKLW, Windsor, has presented a special public service program in which their Women's Editor, Mary Morgan, presented the problems which the narcotic traffic poses in the present day world. The subject was presented from the international point of view, and has been cited as a concrete step which this station has taken in the fight against the drug trade.

In the spring of 1945, the Canadian Association of Broadcasters sent three radio news men to San Francisco to cover the United Nations organizing conference. Daily news reports were carried by all stations from these correspondents, as well as recorded weekly commentaries by them and recorded interviews with virtually all members of the Canadian delegation at San Francisco.

Community radio has often bridged the gap in specific community government problems, too. For example, some time ago, a deadlock was reached in negotiations between the worker's union of the Calgary Transit System and the city. The situation had deteriorated to the point where Calgary was faced with a complete transit shutdown during the year's most important civic event, the Stampede.

Guy Vaughan, CKXL's newscaster and commentator and one of Alberta's recognized news authorities plunged into the problem, as almost everyone had done or was doing. However, on a noon broadcast, Vaughan gave an evaluation of the muddle which was credited with putting it into proper perspective, and for his trouble he was rewarded with seeing a settlement reached that afternoon.

An official of the Transport Worker's Union, G. M. Morrison, phoned immediately to say that Vaughan's significant editorial had pointed a lead to compromise that had not been noticed, though desired, by either party.

CKCL, Truro, accomplished a similar feat in connection with the Colchester County Hospital. The hospital was overcrowded, and although the Hospital Board had tried on numerous occasions to interest the ratepayers in approving funds to build a hospital extension, nothing had been done. There was a great deal of misinformation about the cost of the proposed extension, and what it would mean in increased taxes.

CKCL offered their facilities for a special well-publicized broadcast at which the project could be discussed freely and frankly, with accurate facts and figures given to the listening public. The offer was accepted by the hospital board, and, as a direct result of this broadcast, a ratepayers' meeting which was called for the following evening was one of the largest meetings ever held in Truro. Furthermore, the vote showed over 14 to 1 in favor of the new hospital extension—an extension which has now been completed.

CKY, Winnipeg's program THE WEEK IN WINNIPEG also devoted several broadcasts to letting their listeners hear the different sides of the railway strike story in 1950. Just before the strike, Jack Thornton, public relations officer for the CNR and Sid Simpson, strike leader for Manitoba, voiced their positions, followed by representatives of the Retail Merchant's Association, Trans-Canada Air Lines, the British American Oil Company, and the bus companies. Mr. A. V. Gonder, general manager of the CNR, was heard from later in the series, with George S. Jones, Winnipeg strike leader, representing the other side, and H. E. Wood, from the Manitoba Department of Agriculture, explaining the strike's effect on farmers.

Other programs relating to good government could be cited from the broadcasting of citizenship ceremonies from the Court House at Pouce Coupe by CJDC, Dawson Creek, to the series of programs on which members of the Parliamentary Press Gallery spoke regularly on a variety of topical subjects over CFRA, Ottawa, in co-operation with Carleton College. However, enough examples have been given to ensure that community broadcasting stations are doing their share to ensure that listeners are well informed in the realm of federal, provincial and civic government.

Education:—

In the field of education, private radio has contributed educational programs for both children and adults.

CJOC, Lethbridge, for example, pioneered in the field of education with Radio School of the Air. This program was later copied by the University of Alberta, and was used, still later, as a pattern by the C.B.C. for its educational network programs.

CKCW, Moncton, has several educational programs. One of them "Appreciation of Music", however, has the distinction of being the only radio program which is required listening for the pupils of the Moncton schools—in fact, it is the only Canadian radio program which is required school listening. This program has been included in the course of study of the Moncton schools since 1948, and the students even take their exams by radio.

CKCW has also sponsored and underwritten the Moncton Musical Festival since 1947, when the station revived the festival after a five years lapse. In underwriting the festival, the station guarantees to pay all accounts not covered by entry fees or door admissions. Thus far, this has meant outlay of money annually by the station, because every effort has been made to make the festival an outstanding one.

Through arrangements by CKCW, competitors in the 1950 Festival were eligible for 23 scholarships, awarded by business firms, service organizations and individuals. Further awards consisted of four cash prizes given by the Frederick Harris Music Company of Oakville for the best performances of the Works of Canadian composers.

In 1947, the first year of CKCW's music festival, 1500 individuals competed, requiring one adjudicator, one hall and four days of competition. In 1950, there were 959 separate entries, embracing over 4,000 individuals. Four adjudicators were required and two halls, plus a full week of morning, afternoon and evening sessions.

CHLO, St. Thomas, has presented THE CHILDREN'S HOUR, a program for kindergarten age children, each weekday at 10.30. The show is presented by an employee of the station, Mrs. Leda Scarlett, a graduate of Columbia University and the University of Toronto in kindergarten studies. Mrs. Scarlett has numbered more than 3,000 members in her children's club, with children from as far away as Cleveland, Toledo, Detroit and Battle Creek as members. All the songs, finger exercises, and stories aired on this program are original, composed by Mrs. Scarlett.

CHLO also presents an adult-education program "Your Community and You" in which different groups in the community—the Elgin-St. Thomas Health Unit, the City Council, Alcoholics Anonymous, Ridgetown Ladies' Choir, etc., explain their organization and its purpose.

CKOK, Penticton, has allocated fifteen minutes air time a week each to the Penticton Teachers Association and the Parent's Teacher's Association. CKCL, Truro, has conducted a weekly program "Schools in Action"—a quiz program with questions based on current school work and current events. Teams representing rural and town schools throughout the country compete with one another until, by a process of elimination, the county championship

is declared, and presented with a trophy. CKSF, Cornwall, has conducted school programs for schools in Cornwall, Maxville and Alexandria. CFNB, Fredericton, has featured a daily school opening broadcast for the schools of its community. This program features martial music for the children to march from the schoolyard into the classroom; a short report on current events, and an illustrated period of music appreciation. CHLP, Montreal, has presented "Courses in Canadian History" by Canon Groulx, noted historian. CHSJ, Saint John, has featured a special children's program each week from city schools, and CHSJ has also broadcast the New Brunswick Music Festival each year as a community service—cancelling commercial programs to accommodate this feature. At several festivals, recordings have also been made of every school choir participating in the festival and presented to the school—without charge.

A new type of program for children has been undertaken by seven British Columbia stations on a co-operative basis. The program "Builders of B.C." is aired over CJOR, Vancouver, and sent by disc to CHWK, Chilliwack; CJAV, Port Alberni; CJAT, Trail; CHOV, Kelowna; CKDA, Victoria, and CPGK, Prince George.

The series, "Builders of B.C.", was written and narrated by newspaperman and broadcaster Dick Diespecker. The stories of such people as Helen Gregory MacGill, a juvenile court judge; Rev. E. D. Braden, father of actor Bernie Braden and a widely known B.C. minister; Emily Carr, the artist; Dr. C. Wesley Prowd, the cancer fighter; Father Pendozi, one of the first men to open the Okanagan Valley to settlers; David Oppenheimer, second mayor of Vancouver in the days of reconstruction after the fire; Percy Bengough, president of the Trades and Labor Congress, and other Builders of B.C. have been related on these broadcasts.

CJOR, Vancouver, has also aired one of the best programs in the field of adult education—Town Meeting of the Air—since 1943. This program is a year round, one hour forum for the discussion of all subjects of national interest. In 1948, it won the top award for "programs presenting public issue" of the Institute for Education by Radio at Columbus, Ohio.

Among the people who have debated contentious issues on this program are:—Mgr. Henri Levesque, one of the members of the Massey Commission; Senators Gray Turgeon and the late Gerry McGreer; B.C. Attorney General Gordon Wismer; John Diefenbaker, M.P.; Tim Buck, leader of the L.P.P., and John Kylie, president of the Milwaukee railroad.

Through transcriptions, this programme is now released over a number of other Canadian stations, including VOCM, Newfoundland. The programme, in fact, was the first Canadian radio programme ever heard in Newfoundland, since it was aired even before Newfoundland became a part of Canada.

In 1949, Town Meeting of the Air also started originating in cities other than Vancouver. The programme has originated from Port Alberni, Victoria, Powell River, Prince George, Dawson Creek (all in B.C.); Bellingham, Wash.; Grande Prairie, Edmonton and Wetaskiwin, Alberta; Owen Sound, and Kitchener, Ontario; International Falls, Min., Truro, N.S., and St. John's Newfoundland.

Incidentally, until September, 1948, CJOR was the only radio station to contribute in cash and kind towards the success of "Town Meeting", and this station still provides studios, operators, tape recording facilities and production assistance plus a small subsidy.

Another example of the adult education programme aired by community broadcasting stations is Capital Round Table, which has been presented by CFRA, Ottawa, since January 14, 1950.

Capital Round Table was designed to bring under discussion some of the most important and most interesting world and national developments. The

discussions were concerned with economic, political, military, social and other phases of those subjects that, through their timeliness and news worthiness, were worthy of a place on the agenda.

The broadcasts were prepared alternately by Radio Committees from Carleton College and the University of Ottawa.

The Carleton College Round Table were supervised by Professor Wilfrid Eggleston, dean of the Department of Journalism, and were sub-titled "What Shall we Do about . . . ?"

Such topics as "Asia", "Rising Prices", and "Communism in the Canadian Unions" were discussed by members of those faculties most closely associated with the topics and by outside guests. For example, the night the panel discussed Asia, the guest was Mr. Charles Woodsworth, Editor-in-Chief of the Ottawa *Evening Citizen*, who had just returned from an extensive tour of that continent. When Communism in the Canadian Unions was discussed, the guest was Mr. Pat Conroy, secretary-treasurer of the Canadian Congress of Labour.

The Radio Committee of the University of Ottawa dealt with more aesthetic topics such as Literature, Psychology and Psychiatry. Dr. Emmett O'Grady, Professor of English, supervised the University of Ottawa Round Tables, which also included members of those faculties most concerned with the topics under discussion. Typical of the subjects discussed were "The writings and philosophies of George Bernard Shaw" and "Where do you go with your troubles?"

These are examples of the type of work which community broadcasting stations are performing in the field of education. The aim, in each case, is to make the programme educational, informative, and, at the same time, entertaining.

Religion:—

All private radio stations across Canada regularly grant free time for religious broadcasts as a public service. The record of CHAB, Moose Jaw, is a typical one. CHAB has featured nightly broadcasts by members of the Moose Jaw Ministerial Association; regular broadcasts of church services from Moose Jaw and Swift Current; the broadcasting of special Jewish day services; weekly broadcasts in French from the Diocese of Gravelbourg. Besides, on Christmas Eve, CHAB presents the Anglican service followed by the Midnight Mass from the Catholic church, and later, the United Church New Year's Eve Service is presented.

Or take the record of CHLO, London. This station has broadcast a devotional period daily Monday through Friday, with ministers of each of the different churches, in rotation, taking the program for an entire week. On Saturdays, this program is conducted by priests of the Roman Catholic church. On Sundays, this station, unlike other community broadcasting stations, does not broadcast a church service. Instead, a programme called "Come to Church", a programme of sacred music, interspersed with church announcements telling the minister, the topic of the sermon, the special music, etc., which is to be heard in every church in the London area is broadcast. No charge is made for these announcements—since the program is a sustaining feature of CHLO. Many local clergymen have testified that this program has improved attendance in the churches.

Or there's the record of CHRC, Quebec City. Each year, this station has broadcast, without charge, ten one-half hour shows and one full hour show in connection with the Feast of Ste. Anne de Beaupre. The station likewise broadcasts a novena preparatory to Christmas and another preparatory to the Feast of the Sacred Heart of Jesus. Incidentally, too, in an area where the population is 90 per cent Catholic and French, CHRC has broadcast religious ceremonies from the Anglican cathedral.

In addition to a liberal granting of free time for religious programmes, a number of stations have endeavoured to make these broadcasts more effective by helping to train clergymen in microphone technique. For example:—

CFOS, Owen Sound, has conducted a one-day school in radio-broadcasting technique in its studios, in co-operation with the radio committee of the United Church of Canada, for ministers in the station's area. This school was attended by 30 clergymen—many of them being clergymen who participate in the CFOS church broadcasts and "Morning Devotions" programmes.

CHEX, Peterborough, carried out a similar experiment. Unknown to the clergy, tape recordings of CHEX's "Morning Devotions" programmes were made for a month. Then a meeting with the local ministerial association was arranged, and the tapes were played and discussed. Out of this meeting came suggestions for a standard, non-denominational format for the program; an offer by the station to supply each minister with a list of all hymns in the station record library, and an organized radio committee set up to control, criticize and improve religious broadcasts.

CJBQ, Belleville, has also held meetings attended by the members of the ministerial association, during which radio technique was discussed. A special pamphlet was also prepared by the station on broadcast procedure and supplied to members of the ministerial association. In addition, CJBQ supplied each clergymen with a copy of the book "Religious Radio—What to Do and How".

CFCN, Calgary, is the station which carries services from Calgary's Central United Church, which is said to have the largest radio congregation of any United Church in Canada. Another religious program carried over CFCN—the Prophetic Bible Institute, conducted by Premier E. C. Manning, engages professional instrumental and vocal talent, and each program is carefully rehearsed before it goes on the air.

CKNX, Wingham, has also set up a radio workshop for the Wingham and District Council of Churches which is responsible for CKNX's "Church of the Air", a programme featured by that station since 1940. Altogether, CKNX has devoted more than 12 hours a week to religious broadcasting regularly, over the past ten years.

CKCL, Truro, has been responsible for a rather different type of religious service. Truro is the headquarters of the Nova Scotia Agricultural College, the Provincial Normal College and the Colchester County Academy. Thus, there are hundreds of young people living in boarding or rooming houses during the fall and winter months. To give these people somewhere to go on Sunday evening AFTER church, CKCL organized a "Young People's Sunday Evening Sing Song", in its main studio. CKCL supplied a pianist and song leader, and the station's main studio (which seats 115) was packed every Sunday. The Sing Song has operated since 1948, and, at the request of various community organizations, the last half hour of the sing song has been put on the air.

Radio in Emergency.

Important as community broadcasting stations are to their communities in normal times, their importance is tripled in times of emergency—whether the emergency is large or small. A national broadcasting station couldn't broadcast that a fatal accident had overtaken a member of a commercial traveller's family, and that the traveller was to get in touch with his family at once—but station CKEY, Toronto, could and did broadcast that message until the man was found. A national broadcasting station couldn't broadcast that a train would be late in order to spare rural postmen long hours of waiting in the cold, but community broadcasting station CJOC, Lethbridge, and other prairie broadcasting stations broadcast such messages frequently during the winter months. A national broadcasting station couldn't permit a mother to

tell her husband on an isolated ranch far from telephone or telegraph lines that their son had had his operation and was on the road to recovery but community broadcasting station CKRM, Regina, and other community broadcasting stations have provided this service frequently.

There are other emergencies in which community broadcasting stations have played their part. CKEY, Toronto, for example, was successful in 1950 in locating a special type of blood needed by a boy in a Toronto hospital.

Or there was the \$11,000 cash raised by CHAB, Moose Jaw, for the victims of a fire in a Saskatchewan community, the day before Christmas in 1948. Or there was a job that the same radio station turned in when a prairie fire threatened a near-by rural community. It was the radio station which roused the community, and alerted a whole city to go out and combat the prairie fire, before it wiped out the neighbouring town.

Radio in time of disaster has always turned in a highly creditable job. In 1935, for example, the Fraser Valley, 200 miles to the west of the Okanagan, suffered a Silver Thaw. CKOV, Kelowna, started an appeal for the people in the Valley. That was at the height of the depression, and those backing the radio appeal expected to raise only about \$400.00. Instead, CHOV raised \$5,600.00—a sum greater than that raised by the combined appeal of Vancouver's two largest newspapers.

There was the valuable service rendered by CKLW, Windsor, when a tornado struck the outskirts of that city on June 17, 1946. In the disastrous snow storm that hit Toronto and district, too, in 1944, the community broadcasting stations of Toronto, Hamilton, and Brantford, in one day, broadcast a total of something over 4,000 announcements. Each one was a vital service.

Then, there was the forty below morning in Edmonton in 1943 when the gasoline into the city broke. (Most of Edmonton's homes are heated with gas). Station CJCA was called upon to devote all its facilities to this emergency—and did.

During the 1945 Halifax explosions, CHNS, Halifax kept on the air throughout the period. According to "The Dartmouth Patriot", "their periodic broadcasts on the progress of the north-end calamity were instrumental in quieting the fears of the entire populace. The staff there worked without rest for twenty four hours, squelching rumours of impending blasts and bringing up-to-date information to their great listening public... From our own observations in Dartmouth we are able to state definitely the 'explosion' broadcasts sent out over CHNS probably contributed more to relieving the minds of the harassed public of Halifax and Dartmouth than any other means of communication."

CHNS also played its part in two other Nova Scotia emergencies. The station provided coverage on the Moose River Mine disaster which grew from a purely local story to a story of world wide interest. CHNS was also a moderating influence during the Halifax Riots.

Perhaps the most striking example of radio's service in time of emergency in recent times, however, is the job which community radio did in connection with the railway strike of 1950, and the Manitoba flood and the Rimouski and Cabano fires... plus the job it is now doing in preparing for Civil Defence.

In the emergency caused by the railway strike, radio stations across Canada co-operated with all public or private organizations whose operations affected the general public. CFCY, Charlottetown, for example, provided a continuous notification service on the latest details of available space on the privately-owned ferry service from the mainland, the only ferry operating.

CKCW, Moncton, and CJKL, Kirkland Lake, opened an emergency travel service to help bring together businessmen and others without cars with those who did have cars going in the same direction. Many people going to distant points in Canada and the United States were grateful, and it was understood, of course, that the vehicles were not operated on a commercial basis, but strictly along "good neighbour" lines.

CKGB, Timmins, broadcast gas conservation spots and flashes when the strike caused a gasoline shortage to threaten that comparatively isolated mining town.

In connection with the Manitoba Flood, stations across Canada helped raise funds to assist the 100,000 stricken Manitobans. One of the greatest efforts in this connection was the Dream House sponsored by CHML, Hamilton. Through the Dream House, \$217,158.00 was raised for the Manitoba Flood Relief Fund.

CHML also assisted in its own flood emergency when homes in the Van Wagner Beach Area on the outskirts of Hamilton were flooded in 1950. First of all, appeals were sent out for manpower help, sandbags, shovels—any kind of equipment to help build dykes. This was followed by appeals for food, clothing and fuel. Finally, more than \$12,000 was raised for the Flood Committee.

Two other emergencies in which CHML took part in 1950 were the initiation of a campaign for funds to help rebuild the fire-destroyed West Lincoln Memorial Hospital, and the initiation of a fund to fly an English war bride, who was dying of cancer, her husband and four children, back to England. From CHML's fund for the English war bride, a trust fund was also set up for the war bride's children.

CKNW, New Westminster, raised a total of \$4,086.56 for the Manitoba Flood victims. Thirteen hundred dollars of this amount was raised at a special benefit show put on by a former Canadian radio star, developed by a community broadcasting station, who was brought from Nashville, Tennessee, at CKNW's expense.

In 1948, CKNW also participated in a flood much closer to home. During the flooding of the Fraser river, CKNW's entire facilities were given over to the Army, Navy and Red Cross in "Operation Overflow". For more than a month, the Army and Navy occupied CKNW studios with a complete 24 hour a day staff. Moreover, in the spring of 1950, when the Fraser threatened to flood again, CKNW once more offered the entire facilities of its station with 24 hour service, to the disaster organizations.

CHAT, Medicine Hat, devoted two days a week for two weeks to the cause of the Manitoba Flood Relief. Altogether, CHAT raised the sum of \$16,000 directly, as compared to the total Medicine Hat subscription of \$27,000.

CHAT also had an emergency of its own during the early part of the 1950 hockey season when one of the Medicine Hat players lost the sight of one eye, as a result of a skate cut. CHAT organized and directed a drive for funds which resulted in over \$3,000 being placed in the hands of a board of trustees to further the boy's education.

CKLB, Oshawa, also contributed to both the Winnipeg Flood Relief Fund and the Rimouski and Cabano Fire Relief Funds. CKLB's sound truck was on the streets of Oshawa daily for an entire week. Regular appeals were also made on the air, and the night time program from 11 p.m. to 1 a.m. and sometimes 3 a.m. was devoted to raising funds for these three cities.

CHLP, Montreal, also used their facilities to raise funds for the Winnipeg Flood and Rimouski-Cabano fire victims. In four hours, for example, almost \$1,000 was raised for the fire victims and sent to the Red Cross.

CJDC, Dawson Creek, raised \$15,000 for the Manitoba Flood Fund, and CKGB, Timmins, raised \$2,641.69 for the Flood Fund, compared to \$8,993.60 donated by the entire Porcupine area.

During the flood, CJOB, Winnipeg, contacted station managers in other cities asking them to send cigarettes for dike workers or the money to purchase them. CJOB also supplied discs appealing for cigarettes, and these were aired by such stations as CKNW, New Westminster; CFRN, Edmonton; CFCN, Calgary; CFQC, Saskatoon; CHML, Hamilton, and CJAD, Montreal.

CJOB also sponsored a radio raffle of a brand-new Kaiser car, donated by Kaiser-Frazer. Not only did this car bring \$10,000 for the flood fund, it was won by a flood victim in one of the hardest hit areas.

Lost children are a frequent emergency faced by the radio stations. For example, in 1951, ten year old Lloyd Langstaff of the Fort Frances district was reported lost. The boy had been out picking blueberries with his family about 10 miles northwest of Fort Frances, and became separated from the party about 1 p.m. in an area which is the most rugged in the Rainy River district full of rocks, dense bush, swamps and grass that grows over an average man's head.

All afternoon a search was conducted by the family, assisted by a number of neighbouring farmers, but without success. Toward evening, one of the searchers notified the Fort Frances police. It was out of their territory, so they called CKFI.

CKFI immediately flashed an alarm for volunteer searchers. This was at 7 p.m. Fifty men immediately went to the area where the lad had last been seen. By sign off time, over 200 men were combing the woods, having been joined by the Provincial Police and one aircraft.

The all-night search proved fruitless. Next morning, the station moved in again and the army of searchers swelled to 600. Before the day was over, five planes, one of them from Kenora, had joined the hunt. Police dogs were flown in from Manitoba.

The boy was found safe and sound, late in the afternoon, just as the local papers were coming off the press with the news that the boy was missing.

A search sparked by CKNX, Wingham, in 1951, produced even quicker results. A two year old became lost in the wheat fields of his father's farm. CKNX was called on for aid, and broadcast an appeal for volunteer searchers at 11:45 a.m. In less than 20 minutes, 75 searchers were at work as a result of the appeal. Half an hour later, the boy was found—asleep under a willow tree.

The same station aided in another local emergency in 1945, when the village of Paisley, about 45 miles northwest of CKNX, Wingham, and with a population of about 700, lost its old skating rink when the building collapsed. The village has just started on a new waterworks system that was going to cost around \$80,000, and felt that a new arena couldn't be financed.

However, a public subscription drive was started and enough money was raised to buy an RCAF hangar and move it to Paisley. This new Memorial arena was built from the hangar, and the rink was opened on February 14, 1948. Then disaster struck again. Five days after the new arena was opened, it was totally destroyed by fire.

On February 22nd, CKNX held a meeting with some of the men who had helped build the Memorial Arena, and another arena was planned.

CKNX started its campaign for funds for the new arena with a broadcast from the Paisley Town Hall on March 3rd, 1948. At this one broadcast, \$5,115 was raised, and CKNX continued its campaign for a month.

Paisley now has a new arena. It cost \$65,000, and the Arena committee credits CKNX with raising at least \$30,000 of the amount.

CJKL, Kirkland Lake, was handed an emergency situation in 1948 when the power shortage in Northern Ontario threatened to cut off the power in the mines. CJKL set out on a campaign to save power. Every newscast, every station break and many special daily programs stressed the same slogan "When Not in Use, Turn OFF the Juice!" The station's operating schedule was also cut by two hours, and daily comparative power-consumption reports were aired.

The campaign was successful. Teck Township—CJKL's intense coverage area, not only saved power, it kept consumption of electricity consistently below the quota set for the district, and was one of the very few communities in Ontario which had no compulsory power cuts. The mine hours of work were not shortened. Pay checks remained the same. There were no blackouts.

An emergency slightly less serious—except to the boys concerned—occurred in Pembroke, Ontario. Early in the spring of 1950, CHOV was called at 10:30

p.m. and told of the emergency. The Pembroke junior hockey club was \$600 in the red, and it had just won the right to go into the Eastern Ontario Junior playoffs. The kids had been given until midnight to either guarantee to play, or to default.

CHOV began to broadcast the announcement, and offered to accept contributions. Before midnight, \$400 had been subscribed. The next day, a further \$720 came in. The junior hockey club went on to win the title for Pembroke.

Community broadcasting stations believe in preparing for future emergencies, too. They realize that radio is the only medium of mass communication which can reach the public before, during and after an enemy attack. Thus, the role of radio in Civil Defense was a feature on the agenda of both the 1951 Canadian Association of Broadcasters convention and the convention of the B.C. Association of Broadcasters.

Guest speaker on civil defence at the B.C. conference was Major-General C. R. Stein, after which a round table was held on radio's function in the defence scheme.

At the C.A.B. convention, "Civil Defence and Disaster Organizations" were discussed, and a Civil Defence Committee of the C.A.B. was elected.

Some of the stations are already co-operating with Civil Defence committees in their areas. CFAC, Calgary, for example, from June 25 to September 30, 1951, contributed one half-hour program per night to the cause of Civil Defence . . . presenting the programs on "A" time, Monday through Sunday (except during Stampede week).

Counting station time only, CFAC contributed a total of 75 half hours at "A" rate (local) time at \$33.00, or \$2,531.25 to the cause of civil defence.

In addition, civil defence was also plugged gratis on an early morning show "Toast and Marmalade" M.C.'d by CFAC's Clarence Mack, who wrote and produced the special Civil Defence announcements.

Mr. E. H. Parsons, Administrator of Civil Defence in the City of Calgary, wrote to the station as follows:—

"The Planning Committee for Civil Defence of Calgary, have asked me to thank you for the wonderful work you have done in helping to bring Civil Defence before the Radio Audience.

I know you will recall, very well, our first meeting with the Radio Stations, when you listened to our ideas regarding Radio's part in Civil Defence. Actually, you have gone further than we, in Civil Defence, had ever dared to hope."

Programming for Minority Audiences

Community radio reflects its community—the minority group as well as the majority. Thus, you will find community radio stations beaming programs at particular groups in their community.

CJGX, Yorkton, for example, serves an area that is part of the West's mixing bowl of nationalities. And CJGX has reflected this mixing bowl in its programming. This station has featured one and one-half hours weekly of Ukrainian programming; half an hour of Polish programming; half an hour of German programming, and intermittent and frequent features in Hungarian, Swedish and Russian.

CKNW, New Westminster, has featured half an hour of authentic Scandinavian music each Sunday evening, announced by Bjora Bjornson, and with all vocals in Swedish or Norwegian.

The same station carries a French choir (live) program each Sunday evening for half an hour.

CKNW has also broadcast directly to occupational minorities. SLACK TIDE, for example, is a program broadcast between 4:30 and 6:30 a.m., beamed to fishermen, already at work. Marine weather reports, prices, tides and other

data affecting the fishing industry are given. Interviews picked up by staffers all over the coast from fish packers at sea, canneries, fishermen's homes and the dockside are broadcast—one interview a day. The Board of Harbour Commissioners also has a quarter hour on the program to announce official information on marine traffic, buoys, storm warnings, etc.

CHAB, Moose Jaw, has carried a program of the songs of the Ukraine, announced in their native tongue, and performed by one of the Ukrainian residents in the eastern part of the province, once a month. The same station devoted a program a month to each portion of the British Isles—a service well received because of the high percentage of British descendants in the area.

CFAR, Flin Flon, carried religious broadcasts in Cree as well as in English for the Indian population in its area.

CFRB, Toronto, originated the program "Gardening" by John S. Hall, outstanding Canadian horticultural expert—a program which has been strongly endorsed by the horticultural societies of the province.

CJKL, Kirkland Lake, has had its "The Good Deed Club" for children—a program with a membership of 12,000 on the air since 1934. The same station has featured the "Books Bring Adventure" show, a program designed to stimulate children's interest in reading better books.

CKPR, Fort William, carried a Fish and Game Association live panel each Friday evening from 8:00-8:30 p.m. The local Fish and Game Association provided the topics and speakers, all authorities on subject such as fishing game laws, pollution, breeding grounds, etc. During the hunting season, the series covered hunting game laws, safety measures in the bush, etc.

CJRL, Kenora's "Story Lady" program for children, conducted by Mrs. Naomi Holmes, has been carried since 1945, and has a wide following throughout northern Ontario. In 1949, this program won the radio award for the best program for juveniles at the award show in Toronto.

In 1951, CKNX Wingham's Women's Editor, Margaret Brophy, recorded a talk given at Guelph, Ontario, at the regional meeting of the Women's Institute. This 25 minute talk was delivered by Edna Jacques the Canadian poetess and author, and it was broadcast later on Miss Brophy's program. A few minutes after it was aired, several phone calls were received from Institute members in surrounding towns, asking if the talk could be made available for local institute meetings. It was made available. CKNX dubbed the talk on 12 inch discs, which could be played on ordinary record players, and supplied it to all local institutes asking for the address—with CKNX paying all expenses.

These programs are typical samples of what community radio is doing in the way of programming for minority groups. Nearly every station—no matter how small—has a women's editor, who directs programs dealing with home-making tips, child care, interview with well-known women, etc. Nearly every station also has programs beamed for children, and other minority broadcasts vary according to the district.

AGRICULTURE:—is another field in which many community broadcasting stations concentrate programming, because so many community stations are situated in rural districts. It is natural, therefore, that these stations should carry a good proportion of public service material for farmers.

CKCL, Truro, for example, has its own Local Farm Forum for the discussion of local farming problems of particular interest to the farmers of that area. To inaugurate it, they approached various farmer's clubs throughout the area and offered free radio time for the discussion of farm topics and problems. This offer was eagerly accepted and the program has also been given the active support of the Nova Scotia Agricultural College, located in Truro. Listening and discussion groups for this local farm forum have also been set up throughout the area.

CJOC, Lethbridge, has a farm service director, a graduate in agricultural science from the University of Alberta and a man who operates his own mixed farm, in charge of all farm broadcasts. Besides short commentaries on subjects ranging from livestock feeding to plant pathology, CJOC's daily farm program carries agricultural news gathered from a network of local correspondents, farm organizations, marketing organizations and farm industries. Other features of the farm program include all-important weather reports and forecasts, and market reports from the four main marketing centres of Toronto, Montreal, Winnipeg, and Calgary, supplemented with trading records from the Lethbridge stock yards. Coarse grain futures markets summaries are also supplied from Winnipeg and Chicago.

CFRB, Toronto, has had its farm broadcast since 1932 with veteran broadcaster Rex Frost in charge of it from the beginning. Since 1934, too, Frost has featured remote special events broadcasts of plowing matches, fall fairs, and other important features of rural community life.

Since the war, CFRB's broadcasts have also featured the international aspects of agriculture. Reports of the Food & Agricultural Organization direct from Washington and Rome were carried, plus reports from the International Federation of Agricultural Producers' conferences in Holland, France and Sweden.

For the first 12 years, CFRB's farm programme was directed entirely at farmers, but lately it has been expanded to keep both farmers and consumers posted on the production, distribution and sale of food. At present, a part of the daily programme is devoted to questions the city housewife should know about, like the price of farm-produced foods, fruits and vegetables in season.

Do the farmers listen? One Christmas, Farm broadcaster Frost offered to send a personal greeting card to everyone sending him one. He was deluged with 4,800 cards.

CFRB airs another farm programme in the early morning. It is handled by John Bradshaw, another farmer and science graduate who has turned to radio. Bradshaw was a former supervisor of development of the Veterans' Land Act in Western Ontario. His programme is based on interviews with agricultural economists, Department of Agriculture officials, spokesmen for farm organizations and farm young people. In addition, he airs what he calls "a short-term weather forecast, good for eight hours" which is the same report that is given to pilots of commercial aircraft, and is sometimes broadcast by the weather forecaster personally.

CFPL, London, has three programmes a day for farmers. CFPL's director of farm features, Roy Jewell, is also a farmer himself, owning a 132 acre farm and a herd of dairy cattle. For two years, Jewell was also fieldman for the Middlesex County branch of the Department of Agriculture. On these programmes, latest farming methods and experiments conducted at government research stations and the Ontario Agricultural College are discussed. At least once a week, a recorded interview with an authority on one phase is recorded. Community organizations such as the Beekeeper's Association are also promoted.

Co-operating with Jewell, is the Department of Agriculture's local fieldman, George Stirling, who does a weekly broadcast over CFPL. An example of how these farm broadcasts can serve their community came when crop damage due to insects was reported in a small area in the London district. Radio alerted the farmer, who took prompt action, and serious losses were avoided.

CKFI, Fort Frances, beams special half-hour farm programmes to each of the four rural localities around Fort Frances. District weather reports, community news supplied by rural correspondents, agricultural information and grain quotations are all supplied on this noon-time broadcast.

CHAB, Moose Jaw's daily farm broadcast is called "Your Ag. Rep. Reporter", conducted by Bill Harding of the Saskatchewan Department of Agriculture and a graduate in agriculture from the University of Manitoba. Sixty per cent of CHAB's broadcast is devoted to practical farm information. Farm bulletins from all farm services in the province—the Dominion and provincial departments of agriculture and the farm service of the University of Saskatchewan—are given. Farm specialists are interviewed. This importance of science in farming is stressed.

Since the start of this programme, close to 3,000 farm meetings, field days, short courses and other community activities have been announced. These announcements have served to increase participation in these community activities. The overall increase has been estimated, on the basis of spot checks, at 15,000 people. One District Agricultural Representative maintains that one community in his area can be mobilized for a farm meeting on the basis of one announcement on this program.

Another example of the program's effectiveness is that 10% of the farmers in the province who increased their forage crop acreage, under the Saskatchewan Forage Crop programme, did so as a direct result of this programme.

In addition to this programme, CHAB has given unlimited assistance in regard to specific farm problems, e.g., helping to fight the grasshopper menace, supplying information on feed when there was a shortage, etc.

CJGX, Yorkton, has a "Farm Service Bureau", and farmers are invited to write CJGX for information pertaining to their agricultural problems or call personally and chat with their farm news editor and advisor. All problems are answered personally by letter and the information is then broadcast on one or more of the farm programmes provided by this station.

The farm service editor has also enlisted and received the loyal support of the agricultural representatives, cattle buyers and veterinarians in the district. The farm service bureau also receives regular information on farm research from the University of Saskatchewan in Saskatoon.

A feature of CFCN, Calgary's farm service is that CFCN's women's editor has turned over one of her half hour week day programmes "Diary for Today" to the Alberta Women's Institute, the largest rural women's organization in Alberta. CFCN's women's editor has also been a featured speaker at annual meetings of the Junior Farm Clubs of Alberta, held at the Olds School of Agriculture, Olds, Alberta.

Radio Station CFRA, Ottawa, also owns and operates Kilreen Farm—specializing in purebred, listed and accredited Holsteins and purebred Suffolk and Romnelet Sheep. This station's leading farm programme is "A Farmer Notebook" conducted by Frank Ryan, a programme dealing with farm problems common to the Ottawa Valley and Valley news.

Local Creative Programming

In local creative programming, community broadcasting stations have been trail blazers. Consider, for example, the record of CKAC, Montreal, which was established in 1922.

CKAC was the first station in Canada:—

- to broadcast by remote control;
- to broadcast from a Trans-Atlantic liner in port, using ordinary telegraph wire;
- to broadcast without operators a programme from a remote point;
- to broadcast from an airplane;
- to have a television licence and conduct television experiments;
- to broadcast television image and sound to television receivers at remote points;
- to broadcast a synchronized program featuring an orchestra in Toronto and a singer in Montreal;

to feed Canadian programs to an American network (1930) to retransmit a relay received from a radio receiver.

The many artists of note who were first heard on community broadcasting stations have also been noted under development of talent. However, we have also noted under talent that while private radio stations are denied the privilege of forming networks, it is impossible for them to retain the services of talent which has become too big for a one station broadcasting range. Indeed, the stations themselves have often been instrumental in helping to launch the talent they have developed into larger fields. It was CFNB's founder, Stewart Neill, for example, who influenced the CBC to provide "Just Mary"—Miss Mary Grannan—with an opportunity in the national field when he felt that she was too good to be monopolized by Fredericton audiences.

Talent charges, which have to be borne by one broadcasting station instead of being spread over a network of stations as in the case of the Canadian Broadcasting Corporation, are a dampening effect on local creative programming by community broadcasting stations. However, many stations do present commendable creative programs, and—as has been mentioned before—it is on local stations that most of the C.B.C.'s network performers have made their first appearance and learned their craft.

CHLO, St. Thomas, for example, has developed the GOLDEN ACRES MALE VOICE CHOIR of 28 men; the AMBASSADOR QUARTETTE, and two orchestras, both of which are now playing engagements outside the station, as well as being heard on the air. The London Light Opera Company has also played four long series of engagements over CHLO.

CHNS, Halifax, has been responsible for the originating of many programs subsequently taken over by the C.B.C. The program "Northern Messenger Service" and educational programs originated by CHNS are two examples. In addition, CHNS, has originated other programs since taken over by the network. For example:—"The Review of the News" by Dr. H. L. Stewart; "Richard Fry at the Organ", "Marjorie Payne and her Orchestra" and a number of others. Other successful features such as "Tales Told Under the Old Town Clock" by Major W. C. Borrett; "I. Q. Tournament", "Uncle Mel" and "Your Children Sing" have also been initiated and maintained by CHNS.

CHNS also produced such noted programs as "Woodsongs at Twilight"—featuring a soloist and a nine piece orchestra; "Editorially Speaking"—a comment from the editorials of weekly newspapers "Book Review" and "Halifax Tomorrow"—a round table discussion under the direction of Dr. A. E. Kerr, president of Dalhousie University.

CKBI, Prince Albert, has presented a valuable and interesting series on wild life by Judge McKim of Melfort.

CFOS, Owen Sound, carried a half hour weekly program for the County Women's Institutes. Sixty-four branches participated in this program, with representatives from many different districts airing their views. Assistance was given in the preparation of the broadcast by CFOS staff members.

CFPL, London, in 1950-51, originated four series of weekly half hour musical programs. The first was the Don Wright Chorus. Then CFPL presented a young musician-arranger, Neil McKay and his Orchestra. This summer, CFPL started broadcasting two more shows using local musical talent . . . the Earle Terry Singers . . . and the Martin Boundry Summer Concerts.

Many of the programs described under development of talent could also be classed as creative programming. Two programs using local amateur talent which might be classed in the creative programming section, for example, are CJAD's Montreal Little Theatre and Little Players of the Air. Montreal Little Theatre is produced by six theatre groups—each group takes turns in staging a radio play on consecutive Thursday evenings, under the expert

guidance of writer-actor Jerry Rowan. Little Players of the Air is the junior brother of this series, and is presented each Saturday morning. This program is directed by Moira Sheehy, and is made up of talented but untrained teen-agers.

CJOY, Guelph, and the Guelph Little Theatre also co-operate in producing 26 week series of radio dramas.

Local Community Service:—

In public service to such groups as the Canadian Legion, the Canadian National Institute for the Blind, the Victorian Order of Nurses, the I.O.D.E., the Air Cadet League, CARE, UNICEF, the Community Chest, the Canadian Cancer Society, the Red Cross, the Boy Scouts, the Y.M. and Y.W.C.A., the Anti-T.B. League, and dozens of others, community broadcasting stations donate millions of dollars in free public service time each year. During 1950, just one station, CKEY, Toronto, for example, donated time to the dollar value of \$61,161.54, in response to over 426 requests from organizations engaged in charitable work.

Each of these programs donated to charitable organizations requires individual research, writing, engineering, organization, production and supervision. Just as an example, the work done on some 20,885 gratis public service announcements and 3,937 free time broadcasts of an educational and informative nature by the co-operating stations of All-Canada, whose achievements have been mentioned under personnel, involved 5,809 hours of behind the scenes effort.

These public service features involved:—

1,500 hours	administrative organizing
2,118 hours	research and writing
1,009 hours	production and supervision
1,182 hours	special engineering
5,809 hours	Total behind the scenes effort

Some of the local community service projects of private radio include:—

The Nova Scotia Home for Colored Children. For 15 years, CHNS, Halifax, has placed its entire facilities and staff at the disposal of this Home, one day a year, for the purpose of raising funds. Children from the Home perform throughout the four-hour broadcast with choral singing, vocal solos, elocution, tap dancing, etc. Listeners phone in their pledges. This is the only appeal for funds made by the Nova Scotia Home for Colored Children, and those who operate the institution have said that if CHNS ever ceased this annual appeal, it would be necessary to drastically curtail the Home's operation.

In 1950, CJAV, Port Alberni, raised over \$6,000 for Port Alberni's Senior Citizen's Christmas Fund through a series of 12 radio auctions, averaging $3\frac{1}{2}$ hours each. The same station joined forces with the West Coast Advocate, a local weekly newspaper, to raise \$7,000—the final amount required for the construction of a new West Coast General Hospital. The sum was raised in just one month.

CKNW, New Westminster, has operated its Orphan's Christmas Fund since 1944. In 1950, the objective was \$8,000 but CKNW listeners went over the top with over \$10,000. Almost 1,000 children in orphanages from Dawson Creek in Northern British Columbia to the Lower mainland are supplied with two gifts:—1. the top that THE CHILD WANTS for Christmas and the article of clothing he needs. The lists of toys and clothing are supplied in advance by the orphanage and purchased by CKNW.

Each May, too, CKNW takes all orphans on a special one day bus and boat trip to Bowen Island, off the B.C. coast, with CKNW entertainers going along to provide singing on the boat and at the Island.

Saskatchewan today has one of the lowest tubercular ratios in the whole of the North American continent. One of the reasons for this low tubercular

ratio may be CKRM Regina's ACT-TB-PF Radio Show which is aired every Saturday night. This show is put on in towns throughout the province with the co-operation of the Associated Canadian Travellers. Not only is local talent given an opportunity to be heard on the air, but all proceeds from the money "votes" for the most popular contestant are given to the Tuberculosis Preventive Fund in Saskatchewan.

In 1950, 21 towns throughout the southern half of Saskatchewan were visited—the farthest being over 200 miles away. One hundred and twenty-four travellers took part in this venture, travelling a total of 3,332 miles. Time for the hall show during the year totalled 49 hours.

CKRM donated a total of 65 hours and 40 minutes air time for the TB preventive shows, at an approximate value of \$2,925.00. In 1950, the ACT-TB-PF shows raised \$20,056.14 to be used to combat tuberculosis.

A similar program has been sponsored by CFRN, Edmonton, since 1947. In CFRN's case, however, the proceeds are used for the Northern Alberta Crippled Children's Fund. In CFRN's case, too, the one-hour broadcast of amateur talent has grown into a three-hour program, supplemented with professional acts by CFRN staff.

Since the series began in 1947:—

8,000 contestants have appeared before the CFRN microphone; \$81,000.00 has been raised; 120 children have received medical assistance; numerous additional patients have been supplied with wheel chairs and braces; a panel truck has been given to the new Cerebral Palsey Clinic in Edmonton; \$17,190.00 in station time, facilities and publicity assistance have been donated by CFRN during 1947, '48, '49 and '50.

CJNB, North Battleford, has also staged Guest Night programs throughout its area ever since the station went on the air. In 1950, over twenty towns were visited, and the gross amount turned over to the Cancer Society from these programmes amounted to almost thirty-two thousand dollars (for four seasons). Since 1951, too, the sponsoring organization in the community has been allowed to designate the fund to which one-half the proceeds are given. As a result, in addition to the funds for the Cancer Society, other organizations benefited by almost five thousand dollars during the 1951 season.

For these broadcasts, CJNB made no charge whatsoever for its services, although the United Commercial Travellers, who co-sponsor the program, do pay line charges and transportation expenses.

CKOC, Hamilton, in 1950, provided a total of \$6,200.00 free air time to the task of making the people of Hamilton safety conscious. The most important feature of this safety campaign has been the Police Safety Club, which has been aired since September, 1944. CKOC has also donated a series of safety shields, which are awarded to the schools with the best Safety records. As a result of CKOC's safety campaign, there were only 9 children of school age killed in the city of Hamilton from 1945 to 1950, compared with 7 killed in the year 1944—the year before the formation of the Police Safety Club—alone.

CKMO, Vancouver, has also worked out a method of co-operating with the police department for more traffic safety and better law enforcement. Five minutes of CKMO's 8:00 p.m. news time has been turned over to the local police department. On this time, officers in charge of different departments give the current news of police force activities in the suppression of crime, traffic safety, stolen car information etc.

CKMO's purpose in launching this feature was to inform the public as to the nature of the law, and bring new laws, recently incorporated, to the public's attention. This program also brings the public into closer contact with the

activities of the "Men in Blue", and helps them understand the functions, responsibilities and activities of the police department.

CKOK, Penticton, in conjunction with the local office of the Unemployment Insurance Commission, has featured a public service program designed to find jobs for listeners. The show is aired once a week, and two or three jobs are discussed on each program in the light of working conditions, wages, prospects for advancement, etc. At the conclusion of the program, listeners are asked to contact the Unemployment Insurance Commission for further details. The program has resulted in line-ups at the Unemployment Insurance Commission Office. Employers have requested that their vacancies be mentioned on the program, and CKOK feels that it is performing a needed public service in bringing those looking for jobs and those looking for employees together. Incidentally, a similar program is carried by CKBB, Barrie, in conjunction with Barrie's local U.I.C. office.

CHAB, Moose Jaw, has raised thousands of dollars for the anti-tuberculosis League. However, most spectacular success in connection with this campaign was in 1945. The announcer who had M.C.'d the program for Anti-TB funds died, and the drive for T.B. work was turned into a memorial fund for him. In three weeks, \$87,000 in cash was raised for Bill Schultz. With this money, a T.B. van was purchased, fully equipped, and enough money was left to operate the van and its equipment for the Anti T.B. League for 10 years.

CFRA, Ottawa, beamed at the Ottawa Valley, visits communities in the valley regularly for the purpose of presenting service broadcasts. When Smith Falls, Ontario, held its "Old Home Week" recently, their first in 25 years, CFRA installed special "Old Home Week" studios in the town for the entire week, and broadcast as many as three shows per day from Smith Falls.

During the 1950 Victoria Community Chest drive for \$186,000, CJVI and CKDA, Victoria, co-operated to see if it was possible to squeeze a normal two-week campaign into one big night and still "go over the top". They tried—and it worked.

Regular schedules on both stations were scrapped, as they turned to the job of keeping messages flowing between the field men picking up donations from householders, who had left their porch lights on as a signal that canvassers were expected, and campaign headquarters. To further assist the "Stay Where You Live Until You Give" campaign, staff men from CKDA made roving reports from all over the city from a radio car, and made one broadcast of an actual canvass. Meanwhile, a CJVI staffer described the scene, as thousands of lights flashed on, from his vantage point in a TCA air liner above the city. He also spotted dimmer sections of the city and urged the residents to turn on more lights.

The result was one of the most successful Community Chest drives ever held in Victoria—and it was over by 1 a.m.

During August and September of 1951, CHNS, Halifax, broadcast a 30 minute Monday through Friday feature designed to inform Haligonians and Nova Scotians as to the requirements of summer tourists. The feature "Tourist Reactions" consisted of interviews at the Tourist Bureau with visitors from other provinces of Canada and the American states. The tourists were asked to comment on the conditions of roads, hotel and cabin accommodation, food, scenery, amusements and hospitality. The purpose of the programme was to inform the people of Nova Scotia as to the likes and dislikes, the needs and desires of the tourist, so that they would be in a better position to provide facilities and to attract increasing numbers in the future.

The series was very popular and the Tourist Department of the Provincial government requested permission to hear and study these recordings so that the information secured could be put into a bulletin for all those engaged in catering the tourist.

CJBQ, Belleville, provided the publicity for the Belleville MARCH OF DIMES campaign in the winter of 1949-50... a venture which collected more than \$6,500.00. What made the success of this radio venture even more remarkable was the fact that CJBQ had only been located in Belleville for the only short period of three years at the time.

At Christmastime, 1950, over \$1,400 was raised by CKDA, Victoria, for a Christmas party with all the trimmings for the close to one hundred children at the Queen Alexandra Crippled Children's Solarium in Victoria. A Christmas dinner, presents and live entertainment by a choir and other entertainments were provided.

CKMO, Vancouver, has launched a Christmas fund every December for the Shaughnessy Hospital. One full hour radio time per night from December 1 to Christmas Eve is devoted to the cause of the disabled veterans in the Shaughnessy Military Hospital. The opening programme is presented from the auditorium of the hospital, where a group of CKMO entertainers and officials launch the series to a live audience.

Funds obtained from the CKMO appeal are used for the purchase of suitable gifts for the hospital and patients. One Christmas, for example, the hospital was equipped with a dozen radio receiving sets.

In addition, CKMO has brought the families of patients from different parts of Canada to visit with their sons on Christmas Day—with CKMO paying all expenses.

CKGB, Timmins, is located in an area where forest fires are an ever-present menace. Therefore, in the summer of 1951, in an effort to bring the dangers of forest fire hazards to the attention of blueberry pickers, campers, fishermen, and everyone else having any business in the bush, CKGB—in co-operation with the Department of Lands and Forests—staggered spots and flashes on the dangers of fire hazards throughout the day and evening of their broadcasting periods.

In addition to these spots and flashes, CKGB also included an official report on fire hazard conditions, supplied by the Department of Lands and Forests, in every newscast.

A community calendar type broadcast, whereby the announcements of local organizations are aired free of charge, is a feature of almost every community broadcasting station in Canada. Only one such broadcast shall be mentioned, therefore. It is CKNB, Campbellton's noon hour community calendar which has been carried since 1941—and always at the same time, 12.30 p.m. Local community organizations, church organizations, fraternal organizations, etc., depend on this program for publicizing their meetings and activities—as local groups in other areas depend on similar programs conducted by their community broadcasting stations.

CKOM, Saskatoon, in 1951, raised \$795.82 on a special early morning program to help pay for special medical treatment required by Donny Morton, the son of an Archerwill farmer. The child had suffered a rare brain ailment, which eventually left him without speech and without the ability to walk.

"It is not a charitable presentation," Bob Freeland, the announcer who raised the money, stated when he presented the cheque to Donny's father, "but a reward for extraordinary faith and courage."

For three months, in 1949, CKRM, Regina, aided provincial and dominion governmental departments in their grasshopper control program. Appreciation of CKRM's efforts was expressed by Agriculture Minister I. C. Nollet in these words: "There is no doubt but that the acceptance of a definite responsibility to pass on the information about grasshopper control by your station, had a lot to do with the success of this year's campaign. It is too early for us to have any definite idea of the amount of crop which was saved this year. I have no hesitation, however, in stating that it was one of the best campaigns ever put on."

The same station raised \$13,500.00 for the Estevan Fire Disaster Fund in December, 1948, and prompted the raising of similar funds by other Saskatchewan Broadcasting stations, until a grand total of \$30,000.00 was raised.

Still another service feature rendered by this station was a publicity campaign for the public library—a publicity campaign which boosted circulation of records from the library from a previous high of 453 to new highs of 550 and 746 respectively, as well as increasing the circulation of children's and Canadian books.

CJAD, Montreal, featured a Polio Night Broadcast on August 17, 1949, on which big names in the entertainment, political and sports world appeared. As a result of this broadcast, \$12,000.00 was turned over to the Polio Fund of the Canadian Legion.

On Sunday, March 23, 1947, CHML, Hamilton presented the Ken Soble Amateur Show in a special broadcast from Maple Leaf Gardens, Toronto in aid of the Ontario Society for Crippled Children. This broadcast was presented before a live audience of 17,000 people and CHML invested more than \$1,800 in cash in the program, including the cost of a concert orchestra. In addition, almost the entire staff of CHML worked on the project for the two weeks preceding the actual broadcast. This broadcast resulted in a donation of more than \$8,000 for the Ontario Society of Crippled Children.

Many more community broadcasting local service examples could be given. There was the appeal launched by CJGX, Yorkton, for example for the MARCH OF DIAPERS of the Unitarian Service. In a period of one week, this appeal resulted in contributions of over one thousand pounds of clothing—the entire publicity for the campaign being supplied by CJGX. There was the campaign for toys for a sick child in Winnipeg's General Hospital launched by CKY, Manitoba, which resulted in some 300 toys being sent to the hospital. There was the \$3,000.00 raised by CJRW, Summerside, in order to build a new baseball park, in connection with the Summerside Amateur Athletic Association. CJRW raised this amount in two hours—topping the set objective by \$1,000.00.

Special mention should also be made of some of the activities of community broadcasting stations during and immediately after the hostilities of World War II. CJOR, Vancouver, for example, through their "Air Supremacy Drive" in Vancouver, 1940, raised approximately \$21,000.00—enough to buy a training plane for the R.C.A.F. Air Training Plan. This sum, raised by radio appeal, was approximately one fifth of the total moneys raised through all newspaper and radio sources during the Vancouver campaign.

During the war, all community broadcasting stations also took part in Victory loan drive. CKCK, Regina, for example, rehearsed, produced and presented THE VICTORY BONDWAGON, a travelling show with a cast of 30, in a series of appearances throughout the coverage area of the station. A portion of each Bondwagon show was also recorded and broadcast during the drive. Mr. C. B. McKee, Saskatchewan chairman of the National War Finance Committee, called THE VICTORY BONDWAGON "the most successful publicity venture used in any loan."

CKOC, Hamilton, inaugurated a plan whereby the students of Hamilton's secondary schools "took over" the CKOC studios, filling all key positions and doing all the programming each Friday evening—with the programme theme being the sale of Bonds. In the third Victory Loan Drive, Hamilton subscribed \$30,029,000—or 135.77 per cent of its \$22,150,000.00 objective.

Most of the Canadian community broadcasting stations can display letters such as that sent to CFAC, Calgary by the National War Finance Committee for the province of Alberta.

On behalf of the Provincial Office of the National War Finance Committee, we would like to tell you how much this office appreciated the marvellous co-operation that CFAC gave the Commercial

Travellers for their recent Block-Buster sale of War Saving Stamps. No one realizes better than the writer the amount of planning and detail that you and Mr. Shaw had to do for weeks in advance. We also fully realize the hard work that every member of your staff did on the evening of March 10.

When one realizes that this effort was done entirely on a voluntary basis, our praise cannot be too high.

During the war, too, almost all community broadcasting stations organized a cigarette fund through the overseas tobacco fund. A typical effort was that made by CHML, Hamilton. Using its own medium entirely, CHML built its overseas cigarette fund to a total of \$7,700.00. Over a period of three years, more than three million cigarettes were shipped to men overseas.

During the war, CHML also invited the parents of boys serving overseas to record special Christmas greetings to be sent to their sons. CHML paid all costs, both for the recordings and for the shipping charges.

A similar service was rendered after the war by CKSF, Cornwall, when the station recorded interviews with Cornwall's British war brides and sent the recordings, without charge, to the girls' parents in Britain.

Just after the war, too, many community broadcasting stations produced programmes designed to find jobs and homes for veterans. CKCW, Moncton, for example, had a programme "Jobs for Joe", conducted by a staff member who had been an R.C.A.F. counsellor. Files were taken from selective records, and the job applicant, his qualifications and background were outlined over the air. Then the narrator fitted these qualifications into a job and gave reasons why this man should succeed. Nearly 75% of the men mentioned on this programme were given jobs.

CFAC, Calgary, ran a "Homes for Vets" series throughout the latter part of the war years and after VE and VJ day. A quarter hour was devoted daily to interviewing veterans and their families in an attempt to find accommodation for them. At a time when living space was at a premium, CFAC found an astonishing number of homes for these returned men and women.

These are only a few of the local community services rendered by community broadcasting stations. Many more could be mentioned. Mention could be made, too, of the local programmes developed by local stations, at no cost to the organizations concerned, in aid of welfare appeals by such organizations as the Red Cross, Health League of Canada, Canadian Legion, etc.

For example, during the year 1950, three charitable causes, out of hundreds of organizations helped with publicity by CKEY, Toronto, received contributions by CKEY of \$23,619.62 worth of air time.

The three organizations were: the Ontario Society for Crippled Children; Canada Savings Bonds, and the Red Feather Campaign.

During the 23 days of the Crippled Children campaign, CKEY donated full-length feature programmes and broadcast announcements having a total air time value of \$10,747.50.

To promote the sale of Canada Savings Bonds from October 9th to November 4th, the station received payment of \$1,600. The value of the programmes and announcements which CKEY broadcast for this purpose however, amounted to \$6,006.36—making the station's contribution \$4,406.36.

During the Red Feather campaign, October 29th to November 7th, CKEY donated programmes, announcements, tape recordings, facilities and staff to the value of \$8,465.76, in excess of the \$1,000 received in payment for the programme.

Or take the record of CFAC, Calgary, during 1948. During that year, CFAC donated 186 hours and 20 minutes of air time to various public service broadcasts. This donated air time had a total cash value of \$23,396.54—with no attempt being made to calculate the cash value of the time and effort devoted by CFAC staff to such operations.

CHML, Hamilton, has a similar record. During 1950, over 600 organizations were given publicity by CHML. They included such groups as the Art Gallery of Hamilton; the Board of Education; the Jewish Community Centre; the C.G.I.T.; the Catholic Women's League; the Central United Church; the I.O.D.E. and McMaster Alumni.

Or take the example of CKCK, Regina. To assist one venture—the Community Chest campaign of 1950—CKCK donated time valued at \$818 in spots and programmes. That year, CKCK broadcast 12 five-minute programmes; 9 fifteen-minute programmes, and 6 thirty-minute programmes, free of charge, on behalf of the Regina Community Chest. In addition, 97 Community Chest spots were broadcast, and CKCK also arranged for local sponsors on the station to give part of their usual time on behalf of the Community Chest.

In conclusion, as a summary of this record of the public service of community broadcasting stations, we would like to quote an editorial printed by the Barrie Examiner on the occasion of Radio Station CKBB's Second Anniversary. The editorial read as follows:—

"On August 31, 1949, Barrie's station CKBB went on the air for the first time. The Examiner extends hearty congratulations to Manager Ralph Snelgrove and his staff on the completion of two years of achievement. The station has been of great service to the people of Barrie and the extensive County of Simcoe.

"Just to give an example of a recent instance of value, we refer to the disappearance of small children in town. CKBB was informed and immediately alerted the citizens to look for the missing youngsters. The police had been informed and conducted an intensive search but it was one of several hundred volunteers that set out during the night who finally located the tiny boy and girl. CKBB remained on the air until they were found at two o'clock in the morning.

"We look back on the public service broadcasts of the past two years and pick out just a few of many provided by CKBB—the campaign for funds to build the memorial hospital unit, Red Cross, Victorian Order of Nurses, Salvation Army, these and other drives were greatly facilitated by the generous air time provided by CKBB.

"A community that does not have one, can hardly realize what it is like to be without a radio station, but after two years, we in Barrie shudder to think what it would be like if we didn't have one. A radio station enters into community life these days in almost every phase of activity."

"There is no connection between the Barrie newspaper and the Barrie radio station. We have differed many times in politics and policy. We are in competition for advertising. We are both after news scoops although the station has us beaten on the time angle. But we always have joined forces for any movement which is for the good of the people of the town and country we both try to serve to the best of our ability. And we trust that will continue to be so.

"For CKBB, all the best wishes for the future!"

By their public service activities in their communities, community broadcasting stations across Canada have won similar tributes.

APPENDIX "F"

RADIO IS NOT "PUBLIC DOMAIN"

*Definitions of Public Domain, Demesne, Public Right**Webster's Dictionary*

PUBLIC DOMAIN.—The territory belonging to a state or to the general government; public lands.

(U.S.) **Right of Eminent Domain**, that superior dominion of the Sovereign power over all the property within the state, including that previously granted by itself, which authorized it to appropriate any part thereof to a necessary public use, reasonable compensation being made.

New Century Dictionary

Domain.—Possession or dominion (as eminent domain, the dominion of the sovereign power over all the property within the state, by which it can appropriate private property, compensation being given for it); also an estate in land; a demesne; also a territory under rule or influence; a realm.

Stroud's Judicial Dictionary, Vol. 1

Demesne.—“Demains, according to the common speech, are the lord's chief manor place with the lands thereto belonging; terrace dominiscales which he and his ancestors have from time to time kept in their own manual occupation for the maintenance of themselves and their families; in all the parts of a Manor, except what is in the hands of freeholders are said to be demains. Copyhold lands have been accounted domains, because they that are the tenants hereof are judged in law to have other estate but at the will of the lord; so that it is still reputed to be, in a manner, in the lord's hands, or in the hands of his lessees demised at a rack-rent, and such other land appertaining to the Manor which belongeth to free or copyholder; Bract. lib. 4, tract. 3, c. 9; Fleta, lib. 5, c. 5 (Jacob, where it is said to be derived from Dominion, and not, as some have supposed, from de manu Cp the Eng. “in hand”, and Lat. “in manu” as used in the Civil Law. Cp “terra Assisa” sub Assissus).

“Britton, 205 b (BK, ch 15) says “Demeyne proprement est tenement que chescun tinet severalment en fee”.

“*The Demesne* pass by a conveyance to the Manor of which they form part (Touch. 92). It is therefore of importance on the sale of the Manor to except any lands belonging to the vendor within the Manor, which are not intended to be sold, as they may be demesne lands.

“Kelham, Dict., gives Demeigne, demenie, demeine, meaning “own” a sense in which the word demeane (or some other form of the same word) is frequently used in the Year Books and other early documents. Prof. Skeat (Etym. Eng. Dict.) connects it with dominium, and says “demesne” is a false spelling, probably due to confusion with old Fr. Mesnee or Mainsie, a household”. (Elph 570, 571). VF Termes de la Ley, Desmienes; Cowel, Demaine.

“Demesne Lands” properly signifies, lands of a Manor which the lord either has or potentially may have, in propriis manibus (A.-G.v. Parsons, I L. J. Ex. 103: 2 Cr. & J. 279). VH, Carnarvon v. Villebois, 14 L. J. Ex. 233; 13 M. & W.; Vth Sug. Pow. 736).

“*Tenant in Demesne*” S. 1, 32 H. 8, C37, means only the Tenant in occupation (per Burrough, J. Merition v Gilbee, 8 Taunt 162).

"Demesne Land" in Ireland and especially qua S58 (2) Land Law (Ir) Act (1881); V. Griffin v. Taylor, 16 L.R., Ir. 197, Re Moore and Bath, 32 LB. 68; Re Magener and Hawkes, 32 LB. 285; Re Hewson and Listowel, 32 LB. 700.

"Land which when first demised was Demesne". S. 5 (1,b,11) 59 and 60 V., c. 47, V. Re Magner and Hawkes, 1900, 2, 1, R465.

"In his demesne as of fee", as to the force of this expression, V. Co. Litt. 17a.

Ancient Demesne "Son Assault Demesne" is a justifying Defence to an action (Assault whereby the feft alleges that the assault was the plaintiff's "own", "de son tort demesne"; V. Cowel.

Stroud's Judicial Dictionary (Supplement), Second Edition.

Demesne:—p. 502, aft. 1.19:—Qua Irish Land Act, 1903.

"Demesne" includes any Mansion-house or other buildings thereon (S98).

"Demesne Lands" of the Crown, in New Zealand, are those which are vested in the Crown "in absolute and unqualified dominion" (Riddiford v. the King (1950) A.C. 159 74L, J.P.C. 40).

At end:—"A son oeps demesne", for his own use (Frances Case, Moore 4).

Words and Phrases Judicially Defined. Vol. 2, P. 63

Demesne Lands (513) "We find we are fully warranted in saying, that, though the word "demesne" may in some cases be applied to any fee simple lands a man holds, yet it is more correct and usual to apply it to the lands of a manor, which the lord of that Manor either actually has, or potentially may have, in *propriis manibus*". A.-G. v. Parsons (1832), 2 Cr. & J.279, per cur. at p. 308).

Halsbury's Laws of England, Second Edition, Vol. 7

501. Manorial lands were not necessarily enclosed by a single boundary or ring-fence, nor did they need to be contiguous. They might be scattered about amongst and intersected by other lands having nothing to do with the manor at all (s).

Manorial lands fell into two classes, namely:

(1) Lands granted out by the lord to free tenants (u).

(2) The demesne lands (a), which fell into three categories (b), namely:

i. Lands occupied by the lord himself (c). Lands belonging to this category were governed entirely by the general law of England (d)

ii. Lands which the lord allowed his servants and villeins (called adscriptio glebae) to occupy and cultivate or use upon certain terms, but originally entirely at the will and pleasure of the lord. From these were evolved the copyhold lands of later times (e).

iii. Lands allowed to lie waster or commons. These lands were subject to important rights as well of the free tenants and copyholders as of the lord (f).

Halsbury's Laws of England, Second Edition Vol. 13

The term "PUBLIC RIGHT" Imports a right exercisable by every member of the State, e.g. a right of highway (s), or of fishery in tidal waters (t); a "general right", is one which affects some considerable section of the community, e.g. a right of common (u) or a right to elect the church wardens of a certain parish (a).

RADIO NOT PUBLIC DOMAIN

It would therefore seem that PUBLIC DOMAIN is not germane to the matter at all.

SECOND ASPECT OF PUBLIC DOMAIN

Another aspect of "public domain" is the negative use of this phrase, as refers to musical compositions, mechanical devices and other physical properties on which the copyright or patent has lapsed or is not in use. In other words, all persons are free to make use of these properties or creations.

If this aspect of "public domain" is referred to, the plain and explicit meaning would be that all persons are free to reproduce and use radio waves for their own purposes without hindrance.

The Government can, by legislation, assert absolute control over anything within the framework of the British North America Act, and this would include broadcasting. But the use of such power must be justified on grounds other than that "Radio broadcasting is in the field of public domain".

Because no Government would be any more justified in establishing controls over broadcasting on the "public domain" theory than they would be justified in seizing control of "Annie Laurie".

The fact that a reproducible creation is in the "public domain" does not mean that the Government alone has the right to use it. In fact, it means the reverse—that all persons have a free and equal right to re-create and use such properties, and the Government has the admitted duty of making that use completely effective by means that would prevent or diminish interference with it.

There is another factor, however (nothing to do with PUBLIC DOMAIN) which places complete power in the hands of the government.

The creation of more than one radio broadcaster on one wave length on the same area makes it impossible to appropriately receive either signal, so that if radio is to be used for broadcasting purposes and is to be received satisfactorily only one person in one locality may use a given wave length at one time. This introduces the question of deciding who may use it and keeping all others off. This function only the government can perform satisfactorily.

There is a necessity to police the creation of electrical disturbances on individual wave lengths and this gives rise to the expression "USE A CERTAIN WAVE LENGTH" which creates a misapprehension that a WAVE LENGTH is some physical object. This it certainly is not.

There is no logical connection whatever between the physical policing of the creation of electrical disturbances and the context of the messages which these electrical disturbances are made to carry. That is, the programme content of the broadcast.

There may be justification for the state asserting power over radio broadcast programmes but it cannot have any bearing upon the facts that broadcasting is part of the public domain, nor that in order to make broadcasting useful there must be some physical policing of the creation of electrical disturbances. There is just a non-sequitor in these ideas.

House of Commons
Fifth Session—Twenty-first Parliament
1951
(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

THURSDAY, NOVEMBER 29, 1951

WITNESSES:

Mr. Joseph Sedgwick, K.C., Associate Counsel and Mr. T. J. Allard,
General Manager, The Canadian Association of Broadcasters.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

CORRIGENDUM

Witnesses listed on cover page of No. 5 of the minutes of proceedings and evidence should read:

WITNESS:

Mr. T. J. Allard, General Manager, The Canadian Association of Broadcasters.

MINUTES OF PROCEEDINGS

THURSDAY, November 29, 1951.

The Special Committee on Radio Broadcasting held its eighth meeting at 3.30 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Balcer, Boisvert, Coldwell, Côté (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Gauthier (*Portneuf*), Hansell, Henry, Knight, Langlois (*Gaspé*), MacLean (*Queens*), McWilliam, Murray (*Cariboo*), Mutch, Robinson, Stick and Whitman. (19).

In attendance:

From *The Canadian Association of Broadcasters*: Messrs. Allard, H. Sedgwick, J. Sedgwick, Neill, Chandler and Evans.

From *The Canadian Broadcasting Corporation*: Messrs. Dunton, Manson, Ouimet, Bushnell, Bramah, Young, Palmer and Fraser.

From *The Department of Transport*: Messrs. Browne and Caton.

The Chairman made a verbal report on behalf of the Agenda Committee respecting requests for appearance from the Canadian Marconi Company and station CJAB.

The Committee resumed its study of the brief of the Canadian Association of Broadcasters.

Mr. Joseph Sedgwick, K.C., was called. He made a statement, and was questioned. He was assisted by Mr. Guy Roberge, Associate Counsel.

The witness undertook to write to the Chairman embodying his suggestions.

Mr. Allard was called and answered specific questions. He undertook to send a letter to the Chairman embodying a copy of the policy resolution of the Canadian Association of Broadcasters.

A policy declaration and two resolutions sent to the Clerk by The Canadian Chamber of Commerce of Montreal were ordered printed as appendices. (*See Appendix I to this day's Evidence*).

The Chairman expressed the Committee's appreciation to Mr. Allard and Mr. Sedgwick.

Messrs. Allard and Sedgwick thanked the Committee.

The witnesses were retired.

At 5.05 o'clock p.m., the Committee adjourned until Tuesday, December 4 next, at 11.00 o'clock a.m.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

November 29, 1951.
3:30 p.m.

The CHAIRMAN: Gentlemen, I see a quorum.

Yesterday we were just starting, I think, on page 24, and I believe that Mr. Sedgwick had just started his presentation. Before he commences today I would like to announce that the subcommittee on agenda met yesterday afternoon following our meeting and we had before us a request from the Canadian Marconi Company and radio station CJAB, both of Montreal, to appear before the committee and make a presentation. Just as in the case of similar requests from a radio station in New Brunswick we believed that the committee would feel that owing to the pressure of time we could not invite them to appear, but we thought it would be well to ask them if they cared to submit a brief. I understand that the manager of the Canadian Marconi Company, at least, will submit a brief which will be ready for distribution to members of the committee on Monday next. I have not yet heard from radio station CJAB so that I cannot indicate whether they will be submitting a brief or not.

Mr. LANGLOIS: Are they members of your organization?

Mr. ALLARD: Yes, they are.

The CHAIRMAN: Now, Mr. Sedgwick, will you proceed?

Mr. Joseph Sedgwick, Associate Counsel, Canadian Association of Broadcasters, called:

The WITNESS: If I may, sir.

Mr. Chairman and gentlemen, as I indicated yesterday, Mr. Roberge and I propose to deal, and I trust briefly, with those parts of our argument that are concerned with the proposed bill; and if I may take the matters in a little bit different order from that in which they appear in the bill, I would like to address my remarks in the first instance to that part of section 7 of the bill which deals with the newly conferred right of appeal. We presume that this section has been inserted because of the recommendations of the Massey commission. The recommendations are brief—they are quoted in our printed brief—on page 289 of the report where it says:

We feel that the honest and impartial administration of its (that is, the C.B.C.'s) regulations should be guaranteed by a right of appeal to a federal court; should provide a means whereby any substantial injustice can be corrected.

And then, in the recommendations themselves, there appears this specific recommendation, which we quote at page 26 of our brief; and it is:

(e) That persons engaged in radio broadcasting in Canada directly and adversely affected by a final decision of the board of governors of the Canadian Broadcasting Corporation on any matter in which this board has final authority be granted the right of appeal to a federal court against substantial miscarriage of justice.

And, if I may, I stress the words "substantial miscarriage of justice" which I used there; and the same words are used on page 289; and it is my respectful submission to this committee, and I am speaking now as a lawyer, that no

matter what may have been intended, subsections 6 and 7 of section 7 as it appears in the bill give no remedy at all for the miscarriage of justice; and, indeed, in my considered opinion, section 7, which is the acting clause, does not confer any effective right of appeal.

I am well aware there are a number of lawyers here, and I am also aware that in the event of my having to argue before a court there would be some who would agree and some who would disagree; but, as to those of you who do practice law I would like you for a moment, if you will, to place yourself in the position that you would be in if you were consulted by a licensee of a radio station suffering from a strong sense of grievance, and I ask you to ask yourself what you would do to find a remedy for the alleged grievance within the confines of subsection 6 and 7 as they are drafted. In the first place, if you will refer to the next you will observe that subsection 6 commences with these words:

(6) In case of any alleged violation or non-observance by a private station of the regulations made by the corporation under this section, the corporation may, after notice has been given to the licensee of the alleged violation or non-observance and an opportunity afforded to the licensee to be heard, order that the licence of such private station be suspended.

So, if we may take a hypothetical licensee who consults you or me as a lawyer and tells us of his grievance and asks that we shall seek judicial interpretation of the matter, let us see what he must do. First of all, he must violate a regulation or allegedly violate a regulation—which seems to me to be the same thing—then, following that alleged violation he will—if the section is followed, and I have no reason to doubt that it will be—he will receive notice of the violation, then there will be a hearing by the Corporation and if he is found guilty—that I suppose is the proper phrase to use—his licence will be suspended for a period of three months, and any such order will be forwarded to the Minister of Transport who shall forthwith communicate the same to the licensee and shall take such steps as shall be necessary to carry out the terms of such order. I suppose that “such steps as may be necessary” must inevitably mean that the station will be locked up; that is, it will be prevented from broadcasting. So, at that point in the effort, the licensee has found out that he is out of business, his licence is suspended; his staff, I suppose, will leave him because certainly they have no continuing function; so he has got to the point where in his attempt to clarify the law he is out of business, at least temporarily. Then, he has no right of appeal and he must go through all that at the tremendous risk of losing his licence before he finds out whether he has an appeal at all. Because, if you will turn to subsection 7 you will find that where the Corporation orders the suspension of a licence of a private station under subsection 6, the licensee “may by leave of a judge” of the Exchequer Court of Canada appeal against such order to the said court, and so on. If I may recapitulate a little: reference to subsection 7 makes it clear that where the Corporation orders the suspension of the licence, the licensee does not have an appeal as a right, he has an appeal by leave. The section says that he may by leave of a judge in the Exchequer Court of Canada appeal to that court, but only on a question of law, and I do not propose to weary the committee with a matter that has occupied jurists for many years, many hundreds of years, as to what are questions of law and what are questions of fact, except to say to you that after some 30 years of practising law it remains to me at least something of a deep mystery. However, he has an appeal on a question of law, but he only has that appeal by leave. So, in the meantime we have arrived at the point where his licence is suspended and his station closed.

He must then, and not sooner, because no right accrues to him sooner, he must at that point of time apply for leave to appeal. Let us suppose our unfortunate licensee is in, shall we say, Vancouver. He must retain counsel in Ottawa, because the Exchequer Court only occasionally and gratuitously sits in Vancouver. He must engage counsel in Ottawa to make an application for leave, of which he must give notice, and in the meantime his station is closed and his asset is being dissipated. He must take the chance, and it is always a chance, that a judge of the Exchequer Court will refuse him leave, will decide that there is no question of law, or if there is a question of law it is not of sufficient substance to warrant leave being given. But let us presume the best, let us presume that leave is given. The appellant, because I suppose at that moment he becomes one, must then make a further motion—he must ask the court to suspend the operation of the order suspending his station until his appeal is heard, and that, of course, is a second hazard he must surmount, because he may or may not get relief in that way. But let us presume he continues to be comparatively lucky and gets a suspension of the order. Then he may reopen his station and by that time a week, two weeks or three weeks may have elapsed, during which time his station has been dark. Then his appeal may come on in a month or two months or six months later—and these matters sometimes may take six months. In the meantime, he leads the precarious existence of a man who may be out of business if he fails. Then his appeal is heard, and let us suppose he succeeds. Certainly his audience has deserted him. Certainly he has been out of business for some period of time, and he may have been completely right. It may well have been that the matter of which he complained was a matter of which he had every reason to complain; and that the alleged violation is not a violation at all. But he has to go over that long road and take those risks and suffer that loss of revenue and business and circulation, conceivably an irreparable loss. He has to suffer all that in order to test his rights in the court, and I say that his position, even though he be completely right and be so found judicially—is distressing. Much more unfortunate, of course, is the poor gentleman if he be wrong. And let us suppose that this hypothetical client, relying on the best legal advice he can find, is advised that he is right, but the final judicial authority differs from the advising counsel and says "You are wrong". Then in those circumstances I believe the suspension will be enforced, and I assure you gentlemen, and I do not think I need assure you, that if a radio station, catering as it does to a volatile audience and in a competitive field, is silent, is off the air for three months, I think it may as well be off the air forever. Its audience is gone, its advertising contracts have vanished, the staff have found employment elsewhere, and it would seem to me the strong probability is that that radio station is finished. Now, gentlemen, can it be said by any stretch of the imagination that subsection 6 and 7 as they are framed afford any remedy whatsoever for a substantial miscarriage of justice, and must it not be said that, like the witches in Macbeth, they promise something but give nothing, that the sections are legally meaningless, that they afford no remedy whatsoever, and the fact is, I am quite sure, that any licensee would be inclined to observe to the scrupulous letter even the most far-fetched regulation rather than test it judicially in the manner that I have outlined, and in the manner in which he must test them under those subsections.

The CHAIRMAN: Mr. Sedgwick, do you want to go further than your brief, because the brief says "we believe there is merit in the provision".

The WITNESS: I did not draw up the brief. I believe there is merit in that we have an appeal. If the brief says there is merit in the specific provision, I do not think it was intended. Actually, the following language makes it

clear "merit with modification suggest". Other business made it that I did not see the brief till I came here earlier this week, and it was then filed with you, but I think the two subsections must be completely re-drawn if they are to afford any relief. No lawyer likes to refer to his own experience, but I have had considerable experience with sections of this kind, or sections with this intention, because I am sure the intention is of the best, and I have had some experience with administrative boards, both supporting their powers and attacking them, and I think that if you are going to give to the radio licencees any remedy at all, if you are going to give them access to the courts, so that what is doubtfully legal may be decided on, so that any excessive use of the wide powers that are conferred upon the Corporation may be changed or corrected, then I suggest to you that those sections must be completely recast. It seems to me they could be recast in simpler form and that the remedy must be a wider one, because only a wider remedy can be an appropriate one, and I have, Mr. Chairman, scratched out something which may I put on the record as I had no chance to have it typed. I suggest to you, sir, and to the committee, that subsection 7 of section 7 should be struck out, and these words, or similar words, inserted, and if I may I will read them slowly so I may answer questions on them:

Any person affected by an order, regulation or ruling of the Corporation may appeal therefrom to the Exchequer Court on any question of law or fact, and the court may stay the operation of such order, regulation or ruling pending its final decision and may affirm, alter, rescind, vary or quash the order, regulation or ruling appealed from.

That is the end of my suggested subsection.

The merit, at least in my view, of that as opposed to the section of the bill that has been put forward and on which I have been commenting, is that that section gives a wider right in so far as persons are concerned, because it gives a right to any person affected. Now, that is a well known phrase, it appears in the provisions of many statutes that give a right of appeal from administrative tribunals.

My recollection—and it is only a recollection—is that similar language is to be found in our Public Inquiries Act. But it may be that there should be a right of appeal under certain circumstances available to persons other than the actual licensee. I think that under sections 6 and 7 as they now are, and under section 7 particularly the right is confined to the licensee. I think that the broad powers of the Corporation may have in mind persons other than licensees, and I think the appeal should be wider. I say this with great respect, but I think it would be in the public interest for the appeal to be wider because I am sure that none of us wants to see injustice done to a licensee or any other person.

The CHAIRMAN: Have you a similar specific recommendation to make with regard to the other difficulty you mentioned, that is between the time of making the suspension order and the time when you might start an appeal?

The WITNESS: I have not, sir. But in the draft I think it did. I have one other comment to make. At least, under the section as I have drawn it, the appeal is by right and not by leave so that the period during which we would have to apply for leave at least disappears.

It is quite true that one would have to apply immediately for a stay but if you could become an appellant immediately, I think that you would do so almost at once.

It is also quite true—and I am grateful to the chairman, who is of course a lawyer also, for drawing my attention to the fact—that the section which

I roughly drew while I was sitting here does not completely answer the objection I found to subsection 7, but I think it does come much closer to one's heart's desire. Now, subject to what my friend and colleague may say in addition to what I have said, I think that is all I care to say with respect to subsections 6 and 7 of section 7 of the bill as it has been introduced. But I would like to say finally—and I cannot urge this with too much vigour—that if it is intended to give the right of appeal, and to confer upon the licensee and others access to the courts, so that a substantial miscarriage of justice can be corrected; I think that the language of the amendment should be couched in such a way that anyone can understand it and so that the intention is clear. It is not the intention of the House or of any of you, I am sure, to seem to give a right of appeal which is not, in fact, a right of appeal. And as to whether or not this is a good right of appeal, I am quite content to leave it to my friends in my profession who sit on this committee. I feel confident that if they will consider it in the light of their judgment as well as in the light of the remarks I have just made, they will agree with me that the revision we suggest is a good and valuable provision. And I am sure that it is intended that something comparable, useful, and valuable should be conferred upon the licensee.

Someone may want to ask me questions and I think this might be a good time to do so because I am out of breath.

The CHAIRMAN: Did I understand you to say that you have completed your presentation with respect to subsection 6 and subsection 7? Do you also wish to complete your presentation under "appeal amendments" on pages 26 and 27 of your brief?

The WITNESS: Yes. And Mr. Roberge says that he does not care to add anything. I want to say something about subsection (g) of section 7, but I think this would be a good time to answer questions, if there are any.

The CHAIRMAN: Are there any questions on that particular part of the presentation?

By Mr. Langlois:

Q. I did not want to interrupt the witness while he was arguing his case, but I noticed in the course of his comments that he said that section 7, subsection 6 required the Minister of National Revenue to forward forthwith to the Minister of Transport any decisions of the C.B.C. I take it that "forthwith" applies not to the forwarding of them by the Minister of National Revenue but rather that the Minister of Transport should forthwith communicate the same to the licensees. It is a minor correction, of course.—A. You are completely right, Mr. Langlois. But it seemed to me that there should be nothing in the subsection which said that the communication shall not be delayed. Those of us who are in the radio business have access to telegrams as well as to other swift means of communication. We have them ready to hand, and it is at least conceivable—and I think one might be bold enough to say, probable—that when the C.B.C. makes its decision it would communicate it that very same afternoon to the minister; and if it does so, at least it is clear that the direction to the minister is that he shall act forthwith. So it is quite conceivable as I read the section, probably, that the decision might be reached, let us say, this afternoon, and it may be communicated to the licensee before midnight of the same day. But you are quite right, Mr. Langlois, there is one "forthwith" in the section and not two.

By Mr. Fleming:

Q. In following Mr. Sedgwick's proposed redraft of the section, I would like to ask him if he contemplates any ground upon which a court might act

in reversing or quashing an order, ruling, or regulation which the C.B.C. has made?—A. The question before me is one which is always before people when endeavouring to frame appropriate provisions for appeals from administrative bodies. I know you are very familiar with it. I have used the phrase "law and facts".

It may be that in practice one would be confined to questions of law, questions of interpretation of regulations, or questions as to whether the regulations fall properly within the ambit of the act. But I think it is at least preferable to say that we have an appeal on questions of law and fact because, as I said in my argument, it is sometimes very difficult to decide whether one is dealing with entirely law or entirely fact, or whether it is a mixed question of law and fact. And I think the only way would be to give a reasonably wide right of appeal, and to say that the appeal is on questions of law and fact.

It may involve asking the court to substitute its view for the views of the board; but I do not think there is any danger of any court usurping the function of an administrative body merely because we give a right of appeal in the form which I suggest, or in any similar form.

By Mr. Fleming:

Q. Have you given consideration to the question of specifying in what form the evidence should be received by the Exchequer Court on appeal or whether the court should have the right to go outside the evidence heard by the commission? I do not suppose the question is so likely to arise in the case of a regulation as it is in the case of a ruling. If there is evidence which is new, or perhaps which has not come to light until after the commission has made its ruling, should the appellate court be denied access to such evidence?—

A. Mr. Fleming, the question of the record also bothered me, because as you are aware, when the statute was passed there was no record on which you could appeal. At the present time, as I read the law, of necessity the Board of Governors of the C.B.C. sit in public and a stenographic record of their deliberations is taken and it seems to me that record would be the basic record on which the appellant goes to court. The Exchequer Court would follow the rule ordinarily followed by appellant tribunals and would permit affidavit or other evidence, I hope, that had not been given to the C.B.C., or had been discovered later. I could, I suppose, if given time form some rules, but I looked at the Exchequer Court rules and I think if we had the right of appeal the other questions though difficult of solution are not insoluble, and the question of getting the record is pretty well solved under the procedure the C.B.C. has adopted in the last few years.

Q. The question becomes more important under the provisions of this bill 17, because there is a provision that an appeal may only be on a question of law. You are widening that to a question of both law and fact. I am suggesting you may wish to consider whether the draft you prepared should not include some specific direction about the forwarding of the record and all pertinent evidence upon which the C.B.C. has proceeded in arriving at its ruling. I think it is more likely to arise in the case of a ruling than in a regulation.—A. Mr. Fleming, I know there will be procedural difficulties unless they are resolved by rules of the Exchequer Court and in the brief inquiry I made during the last day it seems to me the rules of the Exchequer Court as to how appeals should be brought before them may answer the problem. I would like an opportunity to look into it a little more thoroughly and if I am permitted to make some other suggestions I will send them to the chairman. I only provided an operative clause and not a procedural clause.

Q. Mr. Chairman, can we tell Mr. Sedgwick we will give him an opportunity to put in his draft and that he be given an opportunity of reviewing

this question and submit, if he is advised to do so, a further draft of what he proposes by way of substitution for subsections 6 and 7 of section 7 of the bill.

Mr. COLDWELL: He can do that by letter to the chairman.

The CHAIRMAN: Yes. I think that would be helpful to the committee and would cover some points I raised.

Mr. LANGLOIS: I know we appreciate this, and we would like to have those suggestions as to what can be done to breach the gap between the cancelling of the licence and the appeal.

The WITNESS: I say this sincerely, I am very grateful to you. I did not have time to think it over, and if I have the opportunity to put in a letter with some further suggestions I will be still further in your debt.

The CHAIRMAN: Is there anything else on this part of the presentation?

The WITNESS: By the way, I did not mention subsection 8 of section 7 with which I have no quarrel at all. Mr. Allard has already spoken about section 8 of the bill itself, and I have been told by a member of the Department of Transport it is only intended to delete that section from the Broadcasting Act because it should properly be in the Radio Act. All we have to say is we think it is a useful section and should be somewhere. If it is not a proper section for the Broadcasting Act, and I am inclined to think it isn't, it should appear somewhere.

Mr. FLEMING: Have we any information there is a bill to be brought in to amend the proceedings?

The CHAIRMAN: I shall make inquiries.

The WITNESS: I think it is in the public interest that in some Act the provision should be maintained.

Mr. LANGLOIS: This should have been put in the explanatory notes if there is an intention of putting it in the Radio Act.

Mr. FLEMING: It is the first we have heard of it.

The WITNESS: I can give no undertaking. I can only wonder why it was taken out, and I made inquiries and was told it was the intention to put it in the Radio Act.

Mr. FLEMING: It wasn't mentioned by the minister in the House at all in his remarks on the bill.

Mr. LANGLOIS: I am sure you will make it a point to bring it up when it comes up again.

The CHAIRMAN: Now, where do you want to go from there?

The WITNESS: When I finish with this to the extent of my poor ability I will answer questions. I want to go back, if I may, to section 7 and paragraph (g). As the members of the committee are of course aware it is suggested in that section that section 22 of the Broadcasting Act should be amended by deleting subsections (f) and (g). Mr. Allard spoke yesterday to subsection (f), and I will not comment on it.

The CHAIRMAN: This is covered on pages 24 and 25 of your brief?

The WITNESS: That is correct. It is an innocuous section and I am always a little worried about things I do not understand and they are numerous, but I have been myself unable to arrive at the reasons for the enactment because it seem to mean so little. It says:

Requiring licensees of private stations to furnish to the Corporation such information in regard to their program activities as the Corporation considers necessary for the proper administration of this Act.

Now, gentlemen, I do not know what information it is the Corporation wants which it does not now get. But my clients have some reason to apprehend that that somewhat vague language may turn out to mean the Corporation wants

from the stations a great deal of financial and other data as to their operation, as to how much they are spending in this way or that way. In the submission I desire to make to the committee, that information is not information the Corporation should find necessary, and I say this with the greatest respect, it is not information the Corporation should have. As to checking programs which offhand you would say the section is aimed at, because it says "such information in regard to their program activities," it does seem to me the C.B.C. has for years assumed it had power to require that information. I know you gentlemen have not before you the C.B.C. regulations and purely for convenience we have copied them in the brief at page 24, and you will see under the regulations as they now exist every station must maintain a program log on everything that happens on the station; it must maintain those records for the period of a year and they are open to representatives of the Corporation. They file each week with the Corporation an advance copy of programs scheduled for the following week and a true and complete copy of its programming logs not later than seven days following the operation said log records. Moreover, representatives of the Corporation may require production of material to be broadcast before any broadcast is arranged to take place.

Now, gentlemen, it is difficult to see what more information about our programming activities they can get. In addition to all that they have ears and they can listen to what we are doing, there is nothing secret; whatever vices broadcasting may have secrecy is not one of them. So in addition to all this information we are required to furnish, they can listen to the programs and see what we are doing, so when the proposed subsection says, "all information in regard to program activities", what information could it possibly be? If it is intended we should furnish to the Broadcasting Corporation our financial statements, which we have never done, I would remind the committee that the licensing authority does now and has for some years required all licensees to furnish detailed financial statements, and also only for the sake of convenience we quote in full that particular regulation on page 25 of the brief. It is a regulation, of course, under the Broadcasting Act, but under the Radio Act, and it provides:

The minister may require periodic or other returns to be made by the licensee of the revenue, profits and expenditures of the station, and any other information required by the minister for the purpose of this regulation and to ensure that such station is operated in the national interest and for the benefit of the community in which it is located.

It will be no trouble to give the C.B.C. all the financial information but it isn't only a question of trouble. At the risk of being contradicted I repeat what was said by Mr. Allard, that in many places and at many times the Corporation is in direct and active competition with the privately owned stations. By direct and active competition I do not only mean we give simultaneous programs in many centres, but certainly in the larger centres the C.B.C. owned and operated stations compete directly for advertising revenue. Some C.B.C. stations at least have commercial representatives, and this is not a criticism, it is a statement. These representatives can and do look for business from the same advertisers our representatives canvass, they quote rates, offer inducements, and the C.B.C. advertises in the trade newspapers and quite properly. I say it would be quite wrong that a competing organization should have access to all our financial records when one remembers that in addition to competing with us it also as the Act now is has a very large measure of control over us. It can control to a large measure our programming activities and it would be wrong, undemocratic, and unjust, it is a phrase I do not like using, but it would be unjust if we are compelled to open all our books and records to this controlling-and-competing Corporation.

I will no doubt be asked what we want to do with the section, and I can answer that in one word, we want it deleted. If the purpose of the proposed subsection is what we fear, so that they may have greater access to our financial records, then we resist it. If it isn't for that purpose; in the humble submission I make to this committee, it has no purpose whatever, because the Corporation already secures or can secure all the information it can possibly require, and the minister can secure and does secure the fullest information about our financial situation.

I am subject to any further remarks Mr. Roberge wants to ask, and that is all I have to say about subsection (g). We humbly ask that it should be deleted in its entirety.

The CHAIRMAN: Mr. Roberge, have you anything to add?

Mr. ROBERGE: No.

The CHAIRMAN: Are there any questions?

By Mr. Fleming:

Q. Mr. Sedgwick, I don't recall off hand anything being said in the Massey report that gives any foundation for this subsection (g).—A. I can only say, Mr. Fleming, we know of nothing. Mr. Allard read it very carefully and I have read it, and I know of nothing in the report that suggests that a power of this kind should be conferred.

Q. Have your members in their relations with the C.B.C. had any discussion with them on this question at all—has there been anything by way of background to the sudden appearance of this provision in the bill?—A. Mr. Fleming, it surprises us I am sure, as much as it surprises you. We knew nothing about it. I am not saying it is the suggestion of the C.B.C.—for all I know it may be suggested by someone else.

Q. I was not suggesting it emanated from the C.B.C., but I was just trying to find its source. There does not seem to be any paternity for the section?—A. We can find nothing in the Massey Report, and we know of nothing which says this is necessary legislation. We know of no representations to the minister or to the C.B.C. by anyone asking for these additional powers to be conferred on the Corporation. We knew nothing about it until we saw it in the draft bill.

By Mr. Dinsdale:

Q. There was something on the first day when Mr. Allard, I believe, was dealing with matters, to the effect that private stations have no right of appeal at all. I believe that statement was made. This bill or draft you are suggesting covers the problem?—A. Yes, Mr. Dinsdale. There is no specific right of appeal given in the Act. That is all I am going to say. I am not going to admit, speaking as a lawyer, that in some instances we might not get into the courts. It has been done, in other fields even though an Act said that one cannot. Certainly, there is nothing in the Act that governs us. I know that gives us a right of appeal. There is, of course, the section in the bill which has been discussed at some length.

Q. I believe Mr. Diefenbaker raised the point and the general concensus was that at the present there is no appeal?—A. I do not think it need be left as a matter of doubt. I can give assurance that there is no right of appeal in the Act as it is now.

By Mr. Langlois:

Q. I just want to check this and an answer by you might save time. I am trying to find out under what authority the C.B.C. makes the regula-

tions referred to—I am just looking through the C.B.C. Act.—A. One might be disposed to question whether the regulations do truly fall within the ambit of the Act.

Q. Yes, I have in mind perhaps that the Act does not provide.—A. I think sometimes that they do not, but I have presumed, charitably, that they are based on subsection (c) of Section 22 of the Act. That is the section which says:

to control the character of any and all programs broadcast by the corporation or private stations.

By Mr. Mutch:

Q. If your charitable assumption should prove to be wrong, might not the proposed (g) clear up the situation and make certain the right of C.B.C. to obtain information which they are now getting?—A. Well, if that is the intention, then I think it should be restricted—and the proposed subsection should say that it is restricted to information as to programming activities. All I can say is that no one has ever officially questioned the right of C.B.C. to ask for this information. I think it highly improbable that anyone is going to challenge it because there is also the licensing authority, which has a fairly clear power to request information as a term of license renewal.

If that is the reason why we find this section (g) introduced at this time, I think that should have been stated. I know of no case in which this particular regulation of the C.B.C. has been officially questioned.

Q. If subsection (g) were then worded in such a way as to specifically exclude the obligation to furnish financial information, there would not then be any real objection on your part?—A. No, I do not think so, sir. I think we would be satisfied, because it would then go no further than what is now in practice being done.

By the Chairman:

Q. Would your interpretation of the section as it appears before us now—"such information in regard to their program activities"—be that it cuts down the meaning sufficiently to preclude the Corporation from asking for financial information, for instance?—A. Well, I do not know whether it does or not, sir. I share, with all lawyers, a dislike of vague language. It may be, sometime, that I will argue that is the extent of it.

Q. Well, you have been very modest today at times, and I am sure the committee realizes your ability on these questions. We would like to hear what you have to say about your interpretation of these words?—A. Well, Mr. Chairman, the words frighten me a little. It says ". . . in regard to their program activities". Well, of course, the whole business of a broadcasting station is a program activity. From the opening of the station to its end it has no other function except to program—to send a signal out over the air waves to whoever cares to receive it. It is so wide a phrase that I suppose it could be said that tied up with program activities is the question of what the program cost us and how much we charged for it. At least, if I were retained on that point I would probably make some kind of an argument in that direction.

By Mr. Mutch:

Q. I take it the witness is skilled in the use of the practice which he fears?—A. I said, Mr. Mutch, that I had been practising this profession for thirty years—and I have lived off it.

Q. I should think that your whole profession has lived off the interpretation of vague language?—A. Isn't it true; isn't it true.

By Mr. Langlois:

Q. Has the authority of the C.B.C. to make such regulations as now exist been questioned by any privately owned stations?—A. Not to my knowledge. I presume you mean questioned in the courts?

Q. Not necessarily in the courts?—A. Well, sometimes the broadcasters may have said to our friends from C.B.C.: You have no right to ask at all—but that has never been done in any official way.

By Mr. Coldwell:

Q. It has probably been left out of the legislation because I think there was some understanding on the part of a previous parliamentary committee that there would be no objection to furnishing this?—A. Not to financial information—I do not know whether it has been left out for that reason, but we have never been told that financial information might be required by C.B.C.

Q. I do not know whether it was left out for that reason but there was not any difficulty?—A. That is why it frightens us to see somebody introduce it at this time. When something is working and someone suggests that you should tinker with it, not to make it work better but just to make it work, then one is a little suspicious.

By Mr. MacLean:

Q. If subsection (g) were restricted to read perhaps: "program content" instead of "activities" would that be acceptable?—A. I dislike snap decisions.

Q. Well, in principle?—A. It would certainly be better.

Mr. COLDWELL: Does it not narrow the information you really give to the Corporation?

The WITNESS: I think so. I think if what information the Corporation wants is just about the information which it gets, then we might well agree to delete (g). If it should turn out that the Corporation has difficulty with us then of course it would be quite different. The Corporation would come and say to the committee, or to the House, or to the minister: We cannot get this information; we seek statutory authority, for details of program per se, it would be a different matter.

Difficulty has never arisen and I do not think anybody anticipates that it will.

Mr. MUTCH: Mr. Sedgwick, as a non-lawyer, I would be fearful unless there was some specific authority within the Act—if it came to an appeal to the Exchequer Court and the authority were questioned. It has never been questioned up until now because up until now you have not been going to the Exchequer Court. I would feel better, I think, if I were concerned with the getting of that information, if I had (g) in some form or other—to make clear the right to obtain information which is now obtained. I would not just delete it.

The WITNESS: If (g) is qualified—and someone made the kind suggestion that it be qualified to indicate that it does not include financial information—then we would have no objection. My whole objection is that outside of that aspect we are furnishing the information anyway. We do not mind a section which says that we are to furnish what in practice we have been furnishing.

The CHAIRMAN: Would you agree to include a specific recommendation with regard to subsection (g) in the letter you are writing me with respect to other matters?

The WITNESS: Yes, sir, I would be delighted to do so, if I may.

The CHAIRMAN: Are there any further questions?

Mr. COLDWELL: What is next?

Mr. FLEMING: I have no questions on the (g) but I would like to go back to Section 6 of the bill.

The CHAIRMAN: Mr. Fleming, I wonder if we have quite finished with Mr. Sedgwick's brief?

The WITNESS: I have nothing more, Mr. Chairman. Mr. Roberge tells me that he is satisfied with what I have said, so there is nothing to add.

The CHAIRMAN: Very well then. Mr. Fleming, what was it you wished to ask?

By Mr. Fleming:

Q. I started to raise this point yesterday afternoon when the division bell rang. Section 6 of the bill is the section which deals with the substantial grants in aid to the C.B.C. out of the consolidated revenue fund of Canada over the period of the next five years. I would like to ask—and if it is more appropriate to Mr. Allard to answer it than for Mr. Sedgwick I am quite content—what view do you wish to put before the committee with respect to the substance of the three present sources of revenue open to the C.B.C.? I would like to ask for your opinion, first of all, on the radio licence fee; and, second, as to the commercial sources of revenue; and to put that alongside of the parliamentary grant as a method of financing the C.B.C.—A. (Mr. Sedgwick) My recollection is that the Canadian Association of Broadcasters in its submission to the Massey commission recommended the abolition of the licence fee. I think we recommended that a subsidy or set grant roughly equivalent to \$2.50 per licensed set should be made; but, whether it is done that way or whether the figure is arrived at in any other way I do not suppose greatly matters. We did feel and do feel that the method followed is one which should be decided upon by the government. Then, of course, the collection of the licence fee was an expensive item. I understand that it cost between \$600,000 and \$700,000 to collect it.

Mr. FLEMING: Yes, we were told that it was \$700,000 this last year.

The WITNESS: Which is another reason why we think that it might be better that the money collected should go into broadcasting, which I suppose is intended. So, as to our preference, if we are called upon to have one, between the licence fee and a grant of this kind, we are already on the record.

The CHAIRMAN: Your brief also recommends the complete abolition of the licence fee, the complete elimination of the licence fee?

The WITNESS: Yes, that is what it says.

Mr. ALLARD: We make that recommendation again in our brief at page 28, that the licence fee charged against the receiver be eliminated. Further than that we have no comment at all on section 6.

The WITNESS: Mr. Chairman, as apparently there are no more questions being directed to myself may I, with your permission, be excused?

The CHAIRMAN: Certainly. And now, gentlemen, do you wish to go through the rest of this brief page by page? We had reached the middle of page 27, but I do not think we had dealt with your summary.

The WITNESS: No, and I think Mr. Allard would deal with that.

The CHAIRMAN: That is pages 27, 28 and 29.

Mr. T. J. Allard, General Manager, The Canadian Association of Broadcasters, recalled:

Mr. MURRAY: Before disposing of the matter of the licence fee, I want to ask you to make some comment on it.

The CHAIRMAN: I really think that is a matter which we can more conveniently discuss later on, Mr. Murray. We have the Canadian Association of Broadcasters with us today. It might be preferable to defer it.

Mr. MURRAY: Very well, I will save that until later.

Mr. FLEMING: Reference has been made to the regulations of the C.B.C. not having statutory authority. We have not had copies of those regulations circulated, and I think it would be helpful to the members of the committee if copies could be circulated.

The CHAIRMAN: I think we have them; I think they were circulated at an early meeting.

Mr. FLEMING: Not the regulations.

The CHAIRMAN: I will have the clerk check on that, but it is my recollection—yes, they were circulated at an early meeting.

Mr. FLEMING: They were?

The CHAIRMAN: Yes.

Mr. FLEMING: I am sorry. I have them here.

The CHAIRMAN: Mr. Hansell.

Mr. HANSELL: Mr. Chairman, I would just like to ask on section 6; and because the witness indicated last night that he did not care to express an opinion on that section. I am going to ask him a question about it now as being divorced from section 6. That is what I would like to do, with your permission.

The CHAIRMAN: I think that is a general question and might very well come under the summary which we have reached now, Mr. Hansell.

Mr. HANSELL: All right. In this bill we ask overall confirmation of a measure which involves over the next few years additional expenditure of nearly \$30 million, and that is a lot of money. Now, I would like to ask if in the opinion of Mr. Allard and his colleagues, independent radio could so organize or mobilize themselves as to give Canada an efficient high standard of broadcasting such as they have today without any cost to the taxpayer and at the same time without any assistance from the C.B.C.—

Mr. KNIGHT: Mr. Hansell, do you mean, could they take over and operate what we have today? What do you mean? What we have today—a combination of the C.B.C. and private stations?

Mr. HANSELL: Yes, I am talking about the overall picture. In other words, supposing the C.B.C. did not exist, could the independent stations throughout Canada so mobilize themselves and organize themselves as to give Canada what it has today without any cost to the country?

The WITNESS: Yes. The fact is that privately owned stations are operating today in all sections of the country competently on their own efforts and without any cost to the public treasury or the taxpayer; so I take it that if you are referring to network services—

Mr. HANSELL: No, I am referring to the full radio picture.

The WITNESS: Well, certain parts, of course, of network distribution, very important parts, take place today through the privately owned stations; but I think the present high standard of broadcasting could be maintained fully by the private radio stations whereby as now no public subsidy accrues to the privately owned station.

Mr. HANSELL: I do not know whether that answers what I had in mind or not. Let me put it another way. As a radio man, as radio experts, can you run a national system—and I do not mean by that the national network, I mean the entire national system throughout the country, including your own and the C.B.C.—without cost to the taxpayers?

The WITNESS: Yes.

Mr. HANSELL: That is the answer to that then. Thank you.

Mr. MURRAY: Mr. Chairman, on a matter like the royal tour, would that not be a very expensive thing for private stations to take on?

The WITNESS: I imagine, sir, that it would be. There were something like 6 or 7 privately owned stations I believe—certainly not less than 6—who had representatives on the royal press train accompanying the party and providing service, by means of tape recorders and other devices, to their own listeners.

By Mr. Knight:

Q. How would you reimburse yourselves in cases of that kind?—A. You mean, special occasions?

Q. How would you reimburse yourself for the money you would have to spend?—A. In some cases there would be no reimbursement whatever. There are some services you are expected to render without any reimbursement of your cost in rendering that service, and there are other types of service where you get reimbursement from your clients, your program sponsors. The one that was specifically referred to was one that we obviously could hope for no reimbursement.

Q. If the C.B.C. were entirely out of the operational picture, would the tendency be to concentrate radio in larger centres?—A. No, sir. I might refer you to the earlier part of our brief, wherein we say that the tendency was not in that direction before the predecessor of the C.B.C., the Canadian Radio Broadcasting Commission, was formed. Only 6 of 62 private stations were in metropolitan centres; and today it is still the private stations that serve outlying areas.

By Mr. Fleming:

Q. May I ask Mr. Allard a question arising out of the statement at the bottom of page 28 of the brief, No. 6. One of the recommendations is this: that there be eliminated control of news and other programs over non C.B.C. stations by a governing agency as at present.

I am wondering of what particular significance is the control of news programs over the private stations.—A. We feel particularly concerned about news as taken separately from other types of programs, and we thought the inclusion of news would emphasize the point of our case which follows later, "that there be substituted therefor revised laws as at present applicable to printed publications".

Q. There are a good many of the private stations operating news services or giving news broadcasts on their own. Now, has there been any attempt by C.B.C. at any time to control those or interfere with the content of these news broadcasts?—A. I would refer you to a section of the Act, section 13 of the Act, or I believe it is regulation 13. In any event, there is a regulation which provides that no station may carry news other than that provided to it by the C.B.C. or news from a source, arrangements for which have been approved in writing in advance by the C.B.C. That is a power that we feel no authority should have and that we should be free to secure news from any legitimate source.

Q. Your recommendation, then, would be, in specific terms, that regulation No. 13 of the C.B.C. should be rescinded.—A. In effect, yes, sir, although you should note that our recommendation is somewhat broader than that. We believe that in so far as news and other programs is concerned we should operate within the framework of the law of the land.

By Mr. Coldwell:

Q. Is not this presentation in summary a change from previous presentations regarding a regulatory body? Now, I notice this. You say at the top of

page 28, "We believe that regulations applied to broadcasting should be for only the required technical purposes so that order may be maintained on the airwaves, and that broadcasting should not be subjected to controls which do not apply to any other form of mass communication." But if I look at the previous submissions, for example, the one made by Mr. Sedgwick here on Thursday, June 3, 1947—I am speaking from the official record at page 151—at that time he said this, dealing with the problem of the regulatory body:

That such freedom—that is such freedom of speech—should be properly safeguarded by having the regulation of radio broadcasting in the hands of a licensing and regulatory body which should be as independent as possible of the government of the day, and which should be appointed directly by and responsible directly to parliament itself.

It seems to me, at that time you had in view a regulatory body which would supervise the programming and the operation of stations to some extent. Then when we turn to the 1946 proceedings, we find Mr. Colbourne had this to say:

We do not suggest that this Board of Appeal should take over any of the functions or powers of the Canadian Broadcasting Corporation in so far as the original exercise of those powers is concerned. Our proposal is that if any station or interest considers that any regulation as passed by the C.B.C. is unfair, or if objection is taken to the interpretation by the C.B.C. of any regulation, or if objection is taken to any regulation or ruling issued by the C.B.C. or to any of the practices of the corporation, then the station or person interested would have the right to carry the matter to the proposed radio board of appeal, and that body should be given the power to consider the matter, not merely in a narrow legal way but from the broad standpoint of the public interest and the private interests involved, and should have the power to construe or to rescind or amend any regulation, directive or ruling.

Now, what you are asking for today is something radically different from that. You are asking that regulations applied to broadcasting should be only for the regular technical purposes so that order may be obtained on the airwaves, and that broadcasting should not be subject to controls which do not apply to any other form of mass communication. This is a departure from all the suggestions you have made to this committee on previous sittings, as I remember them. I took the trouble to look up the proceedings for the years when I was on the committee—I did not look them up for the years I was not on the committee—but your whole presentation, as I have been able to follow it, has been to this effect, that you want no regulation other than as applied to other mass media of information, such as newspapers, and that this sums it up very neatly when you say that regulations applied to broadcasting should be only for the required technical purposes—I take it as now exercised by the Department of Transport—so that order may be maintained on the airwaves and that broadcasting should not be subjected to controls which do not apply to any other form of mass communication.

I submit, Mr. Allard, that what you are doing is to ask for a repeal of the entire Broadcasting Act as we have it and the desertion of all the principles upon which parliamentary committees have hitherto based representations and made their recommendation. I think there is no question about it.

Mr. FLEMING: Mr. Allard will probably want to comment on that.

By Mr. Langlois:

Q. Before Mr. Allard replies to that, I have also been checking up the record of the 1947 committee, and I find that on page 172 the following answer was given to Mr. Robinson to a question addressed to Mr. Sedgwick:

By Mr. Robinson:

Q. I understand from your answers to Mr. Smith that you were satisfied with the present legislation and the present regulations, and turning them over holus bolus to the new board.

The answer was:

A. Yes, but there are some regulations that I would not like to see continued. I do not think it would be useful now to go over the volume on that and pick them out one by one.

Later on, on the same page, the witness was asked if he would be satisfied if present regulations were just differently administered, and the answer was, "That is correct". I think this all amplifies what Mr. Coldwell has just said, that there is here quite a departure from the previous presentations made by the Canadian Association of Broadcasters to this committee.

The CHAIRMAN: Do you care to comment on that, Mr. Allard?

The WITNESS: Yes, sir, I would like to, if I may. This is a question, naturally, about which we have done a great deal of thinking—a great deal. It is a matter we believe to be of considerable importance basically; not basically to ourselves but more basically to the community at large, and it is with their interests that we are concerned in our present brief. Our thinking has from time to time matured and I submit that to some considerable degree it has enlarged and expanded in its scope. This was inevitable I feel as the business grew older and more mature and became more conscious of its responsibilities to the community at large. What we suggest is a return to the basic principles of liberal western democracy which would ensure that within the framework of the law every form of publication, including broadcasting, should be permitted to operate, free from censorship and arbitrary control.

And I should like to point out that there may have been a time in our thinking when we were concerned—and perhaps we should apologize for it—more closely with our own rather than with general interests. And in 1946 and again in 1947, we were suggesting amendments to the situation which were of primary concern to broadcasters and not so greatly of concern to other people or to the general community. They were remedial rather than basic suggestions, to meet the situation. What we may have overlooked is that you cannot argue for or against communism simply because Mr. Stalin is kind to his wife or beats his dog. You must argue for or against communism on the ideological basis. We take the view in our present brief that it is essential to the continued operation of a democracy, particularly in a time of newsprint shortage that broadcasting should be free to operate within the framework of the general law and to provide news, information and entertainment to the general community, free from the censorship now imposed upon it.

By Mr. Coldwell:

Q. You are arguing now for something quite different from that which you argued for in 1946 and 1947, are you not?—A. We have possibly matured a lot since then, sir.

Q. You are arguing or suggesting to the government that the Radio Act and so on be scrapped and that we go back on all that Mr. Bennett said regarding the necessity of having these controls. I would like to quote from Mr. Howe when he introduced the Act on June 15, 1936. I shall read from Hansard at page 3712 as follows:

Mr. HOWE (Minister of Marine): Radio broadcasting in Canada has been studied by one royal commission and three parliamentary committees, and these four reports agree on the broad principles that must govern us. That is to say, the aim of broadcasting should be a complete coverage by government facilities and the present situation demands

complete control over all forms of broadcasting whether public or private. These conditions are being maintained in the present bill.

That is the bill under which we are operating today, so what you are really arguing is that we repeal all of that bill.—A. We are suggesting that the framework which has been found ideal for 200 years for other forms of publication should be applied to the newest form of publication.

By the Chairman:

Q. I was going to ask you several questions along the same line. I am sure the committee was very grateful to Mr. Sedgwick this afternoon for his specific recommendations with regard to several sections of the bill. And I was wondering if you could be similarly specific with your recommendations as to how the regulatory body of which you speak in your brief might be set up.—A. Yes, sir. We have in mind something that is roughly comparable with the Australian system. I do not think we need to bore the committee with the details, but I have here an outline of the Australian situation. What we visualize would be perhaps a three man or a five man regulatory board. It might be made the licensing authority, although we would prefer that the licensing authority remain in the hands of the Department of Transport.

Q. Just as you have urged in your brief?—A. Yes, sir. But the regulatory body might be also the licensing body. Our view is that it should be the body which polices the use of the broadcasting channels; in other words, you might call it the executive arm of the Radio Act.

Mr. LANGLOIS: Did you not suggest in 1947 the setting up of a board which would be similar to the Board of Transport Commissioners?

The WITNESS: I believe we did.

By the Chairman:

Q. Which would have semi judicial powers?—A. Yes, sir.

Q. And would you suggest that the commissioners be paid salaries similar to the salaries paid to the Board of Transport Commissioners?—A. That was what we had in mind, sir, that the commissioners might be appointed and paid in a similar fashion, and have similar procedural or administrative powers.

Q. What would the function of the present board of governors of the C.B.C. then be?—A. We visualize the function of the Board of Governors of the C.B.C. as that of setting the policy for the C.B.C. to follow, generally supervising the administration of that policy, and seeing to it that it is properly carried out in the manner designed.

By Mr. Hansell:

Q. My general question is: have you or any of your legal advisers ever attempted to draw up a broadcasting act which would take the place of the present Act?—A. No, sir, I do not think that we have ever gone that far.

Q. I do not know if it would take very much time, energy and money to do that, but I have often felt that perhaps it might be a good idea.—A. It is something we would be quite willing to carefully consider and submit our final suggestions after due consideration to anyone who might be interested.

Mr. MURRAY: Is not the C.B.C. to some extent a child of the B.B.C.? Was it not modelled to some extent along the lines of the B.B.C.?

Mr. LANGLOIS: I can see no parentage there.

Mr. MURRAY: Well, did they not send over to Britain to find a man to manage the C.B.C.?

Mr. FLEMING: Over there it is a state monopoly entirely.

Mr. MURRAY: That, of course, is true but we should remember that the B.B.C. has carried on through very strenuous times. I wonder if the witness would care to comment on that point.

The WITNESS: You mean about the B.B.C. being a parent of the C.B.C.?

Mr. MURRAY: Yes, and also comment on the operation of the B.B.C.

The WITNESS: That, sir, is something of which I have no knowledge whatever.

Mr. MURRAY: But you would naturally have obtained a little knowledge of it, just as many of us have.

Mr. LANGLOIS: We will get a blood test.

The WITNESS: I know that it is a state monopoly.

Mr. MURRAY: And there are no private stations at all in England, are there?

The WITNESS: There are no privately owned stations in Great Britain.

Mr. HANSELL: I thought it might be just the opposite, and that we might be the parent of their system, not that we gave birth to it, but that we were in the field and were broadcasting more than they did in Great Britain. That was my impression.

The CHAIRMAN: Now, Mr. Henry.

By Mr. Henry:

Q. Might I ask Mr. Allard if he presented the merits and the demerits of the Australian system to the Massey Commission?—A. Yes, as I recall it, we did.

Q. And how many copies of your brief are in existence today?—A. You mean copies of our brief as presented to the Massey Commission?

Q. No, copies of your brief as presented here to this committee.—A. I think there were approximately 60 of them mimeographed, and of that number, some 35 were put into the hands of the clerk of this committee.

Q. And you represent 104 stations, do you not?—A. Yes, sir.

Q. Yet none of those stations has received a copy of this brief. Is that true?—A. No, sir. There was some confusion in my mind. The main part of the brief, which stops at page 29, is in the hands of all our member stations, and the committee which drew this brief up was operating under the authority of a resolution from our annual meeting, as well as resolutions from the various regional meetings. There are some three or four hundred copies of the part of the brief which ends at page 29 in existence.

Q. Have you filed a copy of your policy resolution with this committee?—A. No, sir, we weren't asked to but we would be delighted to do so.

Q. Would you be good enough to do that?—A. Yes, I would. If it meets with your approval I can do that in the form of a letter to the chairman.

Q. That is satisfactory to me.

The CHAIRMAN: Mr. Allard, you say, on page 28 of your brief, we believe regulations applied to broadcasting should be only for required technical purposes so order may be maintained on the air waves. If the regulatory body you mentioned some time ago were set up would you propose that it be limited to imposing the regulations you mentioned on page 28 of the brief?

The WITNESS: That was our idea.

By Mr. Fleming:

Q. I take it if parliament leave more regulatory orders in the hands of a regulatory body it would be your feeling those powers should be exercised by the type of body you recommend?—A. Yes.

Q. Have any of your members who have received this brief indicated

they do not agree with any portion of it?—A. Not to me or to any members of our Board of Directors.

Q. How long have they had it in their hands?—A. Anywhere from five to twenty days; they have had the key policy segments for a greater time than that.

Q. They have had ample time to indicate to you any dissent if they wished to record any?—A. I would think so. I have no idea what is in the minds of some people who fail to hold up their hands in a meeting, but we always operate under the expressed views of the majority. If any minority wishes to express an objection it is their right to do so.

By Mr. Knight:

Q. None have indicated to you or your board any dissent to the brief you submitted to this committee?—A. They have not.

Q. What about approval on the other hand?—A. We have approval in this sense, we are operating within the terms of the policy resolution particularly as to the regulatory body and the question of the licence fee. Naturally we had the approval of our Board of Directors on this brief before it was presented to this committee, and our Board of Directors have this particular function designated to them, as do all Boards of Directors.

Q. I think Mr. Fleming's question was how many stations had expressed dissent, and my parallel question is how many have expressed approval?—A. In the past few weeks I have had no letters specifically indicating approval.

Q. We have neither dissent nor approval?—A. No, not at this time.

MR. FLEMING: What I think you must mean is you have had no specific statement of dissent or approval but you are proceeding under authority vested in the Board of Directors and your members have had a full opportunity of knowing the brief that was to be presented and have had full opportunity to notify you of any disagreement with any portion of it?

THE WITNESS: That is correct, it is a matter of continuing discussions with our members. We presented certain briefs to the Massey Commission and those were discussed and the recommendations we make now have been discussed, and have been a matter of continuous discussion since then. What we are putting before this committee is unquestionably the obvious view and wish of our member stations.

MR. HENRY: How many radio stations are members of your organization?

THE WITNESS: At the moment, sir, 105.

THE CHAIRMAN: That is out of 135?

THE WITNESS: I believe the correct figure is 135, 135 existing in Canada privately owned.

By Mr. Langlois:

Q. I was informed today that only four stations in the province of Quebec were members of your organization?—A. I think it is 12 or 13. In the province of Quebec we have 14 member stations.

Q. Out of a total of 28?

MR. KNIGHT: And how many stations are independent in the sense they are not members?

THE WITNESS: That would be the difference between 135 and 105.

MR. KNIGHT: That is easy, even for me.

By Mr. Hansell:

Q. According to these figures 14 Quebec stations out of 28 leaves 14 that are not members out of 30 in Canada, so one-half the number, almost one-half

the number in Canada that are not members are in Quebec?—A. That is about it.

Mr. MURRAY: I would think, Mr. Chairman, even if one station had put up the presentation Mr. Allard has put up here it would be well worth while and in the public interest.

The CHAIRMAN: If there are no further questions I am sure it would be the wish of the committee for me to thank the Canadian Association of Broadcasters for the presentation they have made and congratulate Mr. Allard, Mr. Sedgwick, and Mr. Roberge on the very fine way in which they have made their presentation to the committee and we hope we haven't kept them with us too long.

The WITNESS: On behalf of myself and my colleagues I express sincere thanks to you and the other members of the committee for the fair and courteous hearing we have had. We have certainly enjoyed appearing here and trust it may be of some value in your deliberations.

The CHAIRMAN: Before we adjourn, the clerk has received from the Canadian Chamber of Commerce two brief statements on radio which were approved by a meeting of that body in Quebec a short time ago. They provided sufficient copies for distribution to all members of the committee and if it is your wish they can be distributed.

Mr. FLEMING: Yes, and we may put them in the appendix to today's proceedings.

The CHAIRMAN: Is it agreed? May I remind you of the meeting in Montreal tomorrow and also advise you that the subcommittee on agenda suggested we sit after this on Tuesday morning next at 11 a.m. when we will consider bill 17.

The committee adjourned.

APPENDIX I

THE CANADIAN CHAMBER OF COMMERCE BOARD OF TRADE BUILDING Montreal 1.

(A) POLICY DECLARATION

RADIO AND TELEVISION

Radio and Television offer two of the most influential channels of communication. The Chamber believes in the principle that no person or organization in any field should be both competitor and regulator and urges the establishment of a separate regulatory body having minimum essential regulatory powers over radio and television broadcasting in Canada. The Chamber opposes the viewpoint expressed in the Report of the Royal Commission on National Development in the Arts, Letters and Sciences, that private broadcasters have no status "except as part of the national broadcasting system".

The Chamber believes further that the development of television in Canada should not be confined to any governmental agency or corporation, but should be developed as freely and rapidly as possible by private capital as well, consistent with such technical limitation as may exist.

(Approved by the 22nd Annual Meeting of the Canadian Chamber of Commerce, in general session, at Quebec City, P.Q., October 30, 31 and November 1, 1951.)

(B) RESOLUTIONS

RADIO RECEPTION

Whereas in these unsettled times, good radio outlets to all the people in the Dominion is of paramount importance to any government; and

Whereas there are areas in Canada, particularly in the Province of British Columbia, where it is not possible to tune in on Canadian stations during certain periods of the day; and

Whereas people in these areas get their news and comments from U.S.A. stations, and do not get the Canadian view point,

Therefore be it resolved that the Canadian Chamber of Commerce request the Federal Government, through the C.B.C. to permit an increase of power of Canadian stations on application or to consider such other steps as may be necessary to assure that all Canadian citizens obtain good radio reception from Canadian stations.

(C) LICENSE FEES FOR TELEVISION RECEIVING SETS

Whereas it is reported that the Canadian Government is considering legislation to levy a license fee for television receiving sets; and

Whereas so far, only Toronto and Montreal have been designated by the Canadian Broadcasting Corporation as points for establishment of telecasting stations; and

Whereas there are now areas in Canada in which there are large numbers of television receiving sets which will remain outside coverage by the above-proposed telecasting stations; and

Therefore be it resolved that The Canadian Chamber of Commerce urge that any license fee for television receiving sets to be levied by the Canadian Government be not applicable to those television receiving sets which are not adequately served by Canadian telecasting stations.

(Resolutions approved by the 22nd Annual Meeting of The Canadian Chamber of Commerce, in general session, at Quebec City, P.Q., October 30, 31 and November 1, 1951.)

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament

1951

(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman—Mr. W. A. ROBINSON

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

BILL 17

An Act to Amend The Canadian Broadcasting Act, 1936.

MEETING IN MONTREAL,
FRIDAY, NOVEMBER 30, 1951

TUESDAY, DECEMBER 4, 1951

WITNESSES:

A. Davidson Dunton, Chairman of the Board of Governors of the Canadian
Broadcasting Corporation.

Mr. E. A. Driedger, Counsel, Department of Justice;

Dr. Maurice Ollivier, Law Clerk, House of Commons.

OTTAWA

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY

1951

ORDER OF REFERENCE

WEDNESDAY, December 5, 1951.

Ordered,—That the name of Mr. Knowles be substituted for that of Mr. Coldwell on the said Committee.

Attest.

Léon J. RAYMOND,
Clerk of the House.

REPORT TO THE HOUSE

WEDNESDAY, December 5th, 1951.

The Special Committee on Radio Broadcasting begs leave to present the following as its

SECOND REPORT

Your Committee has considered Bill 17, An Act to amend The Canadian Broadcasting Act, 1936, and has agreed to report it with an amendment.

Your Committee recommends that the Government consider the advisability of amending The Radio Act, 1938, by adding to subsection one of Section three thereof a new paragraph (paragraph (e)) in terms similar to those of Section twenty-three of The Canadian Broadcasting Act, 1936, to be repealed by Clause eight of Bill 17.

A copy of the Minutes of Proceedings and Evidence taken in relation to Bill 17 is tabled herewith.

All of which is respectfully submitted.

W. A. ROBINSON,
Chairman.

MEETING IN MONTREAL

FRIDAY, November 30th 1951.

The Special Committee on Radio Broadcasting entrained for Montreal at 7.40 a.m., and met in the office of the General Manager, Radio Canada Building, at 11 a.m.

Members present: The Chairman, Mr. W. A. Robinson, the Vice-Chairman, Mr. Alcide Côté, Messrs. Balcer, Boisvert, Coldwell, Decore, Dinsdale, Fleming, Gauthier (*Portneuf*), Gauthier (*Sudbury*), Knight, MacLean (*Queens, P.E.I.*), McCann, McWilliam, Smith (*Moose-Mountain*), Stick and Whitman.

Also present: Messrs. H. H. W. Beyerstein, A. Denis, J. E. Lefrançois, E. Leduc, M. Monette, Members of Parliament, and Senator Vincent Dupuis.

In attendance: Messrs. A. D. Dunton and René Morin, respectively Chairman and Vice-Chairman of the Board of Governors, Dr. A. Frigon, recently appointed Director of Planning and Mr. Donald Manson, General Manager, Mr. J. A. Ouimet, new Assistant General Manager, the heads of directorates, administration and other services, and Miss Louise Simard, Assistant to the Director of Planning.

Mr. Nelson Vermette, Canadian National Railways representative, accompanied the Committee to Montreal.

Dr. A. Frigon welcomed the members of the Parliamentary Committee and Honourable J. J. McCann paid a tribute and expressed his best wishes to Dr. Frigon in his new capacity as Director of Planning. In the course of his remarks, the minister commented on the expansion of the Canadian Broadcasting Corporation.

A tour of inspection of Radio-Canada Building was then made under the guidance of Mr. Geoffrey Gordon and Messrs. H. Audet, E. C. Stewart, Marcel Ouimet, R. P. Landry, W. G. Richardson, R. C. Fraser, M. Goudrault, C. E. Stiles, G. Young and H. W. Morrison.

The following were in attendance in the various departments:

1. Architectural Department and Drafting Room (Messrs. D. G. McKinstry and P. R. G. Léger)
2. TV Master Control (TV Building) (Messrs. J. E. Hayes and J. Carlisle)
3. Music Library (Miss T. Rochette)
4. Record Library (room 324) (Miss M. Bourbeau)
5. Ventilation Equipment (Mr. G. B. Elliott)
6. Newsroom—National Service (Messrs. D. C. McArthur and E. R. Bertrand)
7. I.S. programs presented in small studios (Messrs. J. S. Peach and G. Arthur)
8. Master Control (Messrs. J. Marcotte and A. Ste-Marie)
9. Recording Room (Messrs. L. Moore and P. Corio)
10. Traffic and Operations (Misses C. Salviatti and I. Kirby)
11. TV Studio 40 (Messrs. A. Séguin and C. Frenette)

After luncheon in the C.B.C. boardroom, the Parliamentary Committee and guests heard sample broadcasts over the International Service (The Voice of Canada) in fourteen languages, as prepared under the direction of Mr. I. Dilworth, the new Director of Production.

Following remarks of the Director of Programs (Television), Mr. Aurèle Séguin, the group witnessed a demonstration of television specially arranged for the occasion.

The members of the Committee were able to see, amongst the displays, the complete set of equipment used by C.B.C. during the visit of Their Royal Highnesses the Princess Elizabeth and the Duke of Edinburgh.

Before leaving le Cercle Universitaire, where the parliamentary visitors were invited to dinner, the Chairman expressed his appreciation and his thanks to the Canadian Broadcasting Corporation who made this inspection not only instructive and interesting but beneficial.

Notes on items listed hereunder were distributed:

1. Radio-Canada Building.
2. C.B.C. International Service by Mr. I. Dilworth (including sample letters of appreciation from listeners abroad).
3. Audience mail report by countries of origin (January 1st to October 31st, 1951).
4. Schedules (IS) (Voice of Canada) to Europe, Latin America and the Caribbean. (November and December 1951).

The Committee adjourned at 8.20 p.m. and arrived in Ottawa at 10.45 p.m. the same day.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

TUESDAY, December 4, 1951.

The Special Committee on Radio Broadcasting held its ninth meeting at 11.00 o'clock a.m., this day. The Chairman, Mr. W. A. Robinson, presided.

Members present: Messrs. Balcer, Boisvert, Coldwell, Côté (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Gauthier (*Sudbury*), Hansell, Henry, Langlois (*Gaspé*), MacLean (*Queen's, P.E.I.*), McWilliam, Mutch, Richard (*Ottawa East*), Robinson, Whitman. (17)

In attendance: From the Canadian Broadcasting Corporation: Messrs. Dunton, Manson, Ouimet, Bushnell, Bramah, Palmer, Young, Keddy, Halbert and Schnobb.

From the Department of Transport: Mr. Browne.

From The Canadian Association of Broadcasters: Mr. Allard.

The Chairman read into the record a letter from The Canadian Association of Broadcasters.

The Committee proceeded to the study of Bill No. 17, An Act to amend The Canadian Broadcasting Act, 1936, clause by clause.

Clauses 1 to 6 inclusive were adopted.

Clause 7 was allowed to stand.

Clause 8 was adopted.

Clause 9 was adopted.

By unanimous consent, on request of Mr. Fleming, the Committee reverted to Clause 6.

At 1.00 o'clock p.m., discussion on the said clause 6 still continuing, the Committee adjourned until 3.30 o'clock p.m., this day.

E. W. INNES,
Acting Clerk of the Committee.

AFTERNOON MEETING

The Special Committee on Radio Broadcasting held its tenth meeting at 3.30 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Boisvert, Côté (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Gauthier (*Portneuf*), Hansell, Henry, Langlois (*Gaspé*), MacLean (*Queens, P.E.I.*), McCann, McWilliam, Murray (*Cariboo*), Mutch, Richard (*Ottawa East*), Robinson, Smith (*Moose Mountain*), Stick, Whitman. (19).

In attendance: Same as listed for the morning meeting and Messrs. E. A. Driedger, Counsel, Justice Department, and Dr. P. M. Ollivier, Law Clerk, House of Commons.

The Committee resumed consideration of Clause 7 of Bill 17, An Act to amend The Canadian Broadcasting Act, 1936.

Clause 7 (subclause 1):

Mr. Driedger was called and examined.

Paragraph *f* was adopted.

On paragraph *g*, Mr. Fleming moved that the following words be inserted after the word "Act" in line 18:

"but not including financial statements, or any other information as to earnings or expenses of the licensee".

The question being put, it was resolved in the negative.

Paragraph *g* was adopted.

Clause 7 (subclause 2):

Mr. Boisvert moved that the proposed subsection 6 be amended by adding the following words after the word "months" in line 27:

, but such order shall not be effective until the expiration of ten days after the making thereof:

The question being put, it was resolved in the affirmative.

New subsection 6 was adopted as amended.

On the proposed subsection 7; Mr. Fleming moved that it be deleted and the following substituted therefor:

"Any person affected by an order, regulation or ruling of the Corporation may appeal therefrom to the Exchequer Court on any question of law or fact, and the Court may affirm, alter or rescind the order, regulation or ruling appealed from.

An order suspending the licence of a private station shall be automatically stayed upon the giving of notice of appeal, and the operation of any other order, regulation or ruling may be stayed by the Court, pending its final decision.

Notice of appeal shall be given to the Chairman of the Corporation and a copy thereof filed with the Registrar of the Exchequer Court within twenty days thereafter, or within such further time as a Judge of the Court may allow.

The notice of appeal shall set out the grounds of appeal, and together with the proceedings before the Corporation and such further or other evidence as the Court may permit shall form the record of the appeal".

The question being put, it was resolved in the negative.

New subsection 7 was adopted.

At 4.30 the division bells having rung, the Committee suspended its deliberations to resume at 4.55 o'clock.

New subsection 8 was adopted.

Clause 7 as amended was adopted.

As agreed, the Committee reverted to Clause 6.

Mr. Dunton was called and questioned.

Mr. Hansell moved,

"That a return be filed with the Clerk for the use of the Committee, but not for publication, showing the amounts paid in 1949 and 1950 to each and all of the correspondents, newsmen and commentators used by the C.B.C. on its networks and any other stations, both inside and over the International Service, and the number of times each of the above spoke."

The question being put, it was resolved in the negative.

Mr. Hansell thereupon moved,

"That a return be filed showing the names of correspondents, newsmen and commentators, the number of times they spoke and the range of fees paid".

The question being put, it was resolved in the affirmative.

Clause 8:

Dr. Ollivier was called and questioned.

Clauses 8 and 9 were adopted.

The title was adopted.

Ordered,—That the Chairman report the Bill as amended.

Messrs. Driedger and Ollivier were retired.

At 6:20 o'clock p.m., the Committee adjourned until Thursday to the call of the Chair.

ANTONIO PLOUFFE.
Clerk of the Committee.

EVIDENCE

DECEMBER 4, 1951.
11:00 a.m.

The CHAIRMAN: Gentlemen, I see a quorum.

On December 1st the clerk of the committee mailed to each member a copy of the brief submitted by the Canadian Marconi Company. I think that all members have received the brief and have had an opportunity of reading it.

I have also received, in accordance with the understanding of our last meeting, a letter from Mr. Joseph Sedgwick, general counsel of the Canadian Association of Broadcasters. Mr. Sedgwick was kind enough to supply us with sufficient copies of the letter for each member of the committee to have one, and I presume it will be your wish that they be distributed at this time. Do you wish me to read the letter?

Mr. COLDWELL: Is it lengthy?

The CHAIRMAN: There are two pages. Each member will have a copy.

Mr. WHITMAN: We have already received copies of it. Does it add anything to what he said when he appeared here?

The CHAIRMAN: He was to elaborate on the remarks which he made at our last meeting and he has done so in this letter. Perhaps I might read it since it has been agreed that we are to proceed to a consideration of the bill this morning. It reads as follows:—

30th NOVEMBER, 1951.

W. A. ROBINSON, Esq., M.P.,
Chairman,
Special Committee on Radio Broadcasting,
House of Commons,
OTTAWA, Canada.

My dear Mr. Chairman:

Following our appearance before your Committee yesterday I have given some thought to the form in which a provision for appeal might be framed so as to be effective, and I have finally drafted the following:—

7. Any person affected by an order, regulation or ruling of the Corporation may appeal therefrom to the Exchequer Court on any question of law or fact, and the Court may affirm, alter or rescind the order, regulation or ruling appealed from.

An order suspending the licence of a private station shall be automatically stayed upon the giving of notice of appeal, and the operation of any other order, regulation or ruling may be stayed by the Court, pending its final decision.

Notice of appeal shall be given to the Chairman of the Corporation and a copy thereof filed with the Registrar of the Exchequer Court within twenty days thereafter, or within such further time as a Judge of the Court may allow.

The notice of appeal shall set out the grounds of appeal, and together with the proceedings before the Corporation and such further or other evidence as the Court may permit shall form the record on the appeal.

I submit this in all humility, asking the Committee to bear in mind that I am not, by training or experience, a skilled draftsman of statutes.

On the draft above submitted I make the following comments:—

1. I have endeavoured to bridge the gap between the order suspending the licence, and the appeal, by providing that the appeal may be taken without leave and that the suspension order is stayed automatically on notice of appeal being given. Thus a licensee acting promptly, can himself prevent the order from going into force peremptorily.

As to appeals from orders, etc. other than those suspending a licence, in general I feel that matters could stand pending the determination of the appeal, but I have provided for a stay by the Court on application, to meet the cases where substantial injustice could occur during the pendency of the appeal.

2. I have added procedural clauses which should enable an appellant to get his appeal into the Court. Thereafter, it seems to me that the procedure could well be left to the Judges of the Court exercising the power conferred on them by Section 87 (1) (c) and Section 88 (1) of the Exchequer Court Act which, for convenience, I quote:—

87 (1) The Judges of the Court may, from time to time, make general rules and orders,

(c) for the effectual execution and working in respect to proceedings in such Court or before such Judge, of any Act giving jurisdiction to such Court or Judge and the attainment of the intention and objects of any such Act;

88. Such rules and orders may extend to any matter of procedure or otherwise, not provided for by any Act, but for which it is found necessary to provide in order to ensure their proper working and the better attainment of the objects thereof.

It seems to me preferable to leave the matter in that way, as experience with other statutes indicates the difficulties that arise when one endeavours to frame a special set of rules of appeal applicable to a specific Act.

3. As to Section 7 (1) (g) of the Bill, I have re-drawn it as follows:—

(g) requiring licensees of private stations to furnish to the Corporation such information as to their program activities as the Corporation considers necessary, but not including financial statements or any other information as to the earnings or expenses of the licensee.

This is, I believe, in accordance with the suggestions made to me yesterday by some members of the Committee, though I still think that the clause should be deleted in its entirety and I am not to be taken as withdrawing my argument in that regard.

The Committee will, of course, understand that in endeavouring to be helpful and in putting forward these suggestions as to how, in my opinion, the Bill could be made workable, I am not in any way approving of the continuance of the Corporation as a proper body to regulate and control private radio stations.

May I again thank you and, through you, the members of your Committee for the courteous and attentive hearing they gave to the representatives of this Association during the past week.

Yours very truly,

JOSEPH SEDGWICK,
General Counsel,
Canadian Association of Broadcasters.

Now, gentlemen, I believe it was agreed at our last meeting that we would proceed with the consideration of bill number 17 which was referred to this committee, and I would therefore proceed by calling section 1:

Shall the section carry?

Carried.

Section 2:

Shall the section carry?

Carried.

Section 3:

3. Paragraph (m) of section eight of the said Act is repealed and the following substituted therefor:

(m) establish and support a pension fund for the benefit of employees or ex-employees of the Corporation and any member of the Corporation who is engaged full time in the business of the Corporation and the dependents of such persons.

Shall the section carry?

Carried.

Mr. HANSELL: Not too fast, Mr. Chairman.

Mr. BALCER: Could we get some information on this one, Mr. Chairman?

The CHAIRMAN: Some information on section 3, Mr. Balcer?

Mr. BALCER: Well, at least give us time to read it.

The CHAIRMAN: All right.

Shall the section carry?

Carried.

Section 4:

4. Section ten of the said Act is repealed and the following substituted therefor:

10. Notwithstanding anything contained in this Act, the Corporation shall not, unless the approval of the Governor in Council has first been obtained,

- (a) enter into any agreement involving any expenditure in excess of *twenty-five thousand dollars*;
- (b) enter into an agreement or lease for a period exceeding three years;
- (c) acquire any personal property, the cost of acquisition of which exceeds the sum of *twenty-five thousand dollars*; or
- (d) in any manner dispose of any personal property having an original or book value exceeding the sum of *twenty-five thousand dollars*.

Mr. COLDWELL: This simply raises the amount, doesn't it?

Mr. A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation recalled:

The CHAIRMAN: Did you have a question, Mr. Coldwell?

Mr. COLDWELL: No, I just simply said, this simply raises the amount.

The CHAIRMAN: Carried.

Mr. HANSELL: Mr. Chairman, just a minute.

The CHAIRMAN: Mr. Hansell.

Mr. HANSELL: If we remain silent as these sections are brought up is that taken that one is in favour of the section; or, is one to register objection as we go along, for the purpose of the record?

The CHAIRMAN: I presume you would be either asking questions or registering such objections as you have, Mr. Hansell.

Mr. HANSELL: Well, I object to the clause. That may as well go into the record because I will have something to say on the bill when it goes back to the House.

The CHAIRMAN: Shall section 4 carry?

Carried.

Section 5:

Shall section 5 carry?

Carried.

Section 6:

6. Section fourteen of the said Act is amended by adding thereto the following subsection:

(3) The Minister of Finance shall grant to the Corporation out of the Consolidated Revenue Fund the sum of four million seven hundred and fifty thousand dollars in the fiscal year that began on the first day of April, nineteen hundred and fifty-one, and the sum of six million two hundred and fifty thousand dollars in each of the four next following fiscal years.

Mr. BOISVERT: I would like to ask Mr. Dunton about this.

The CHAIRMAN: Mr. Boisvert.

Mr. BOISVERT: Mr. Dunton, if that clause of the Bill is adopted by parliament is it the intention of the C.B.C. to implement the recommendation of the Massey report with regard to transcriptions of programs for French language stations? That recommendation will be found in the Massey report at page 297, section 71.

The WITNESS: Yes, and it is our intention to carry out the recommendation for a French language station in the maritimes, which, according to our present studies would be established somewhere in the Moncton region. Plans are being worked out now. We have already been in touch with the French language stations in the west. We have had an official up there regarding the increased supply of transcriptions of our programs on the French network. That is already advanced, and we hope greatly to increase the French language programs over the French network to those stations.

Mr. BALCER: What budget have you for the French stations? What amount do you intend to allocate to them? What are your budgetary plans with respect to supplying them with additional material?

The WITNESS: We have not got an accurate cost of what would be involved. We would be sending transcriptions to all the French network stations out there which they are very anxious to get. There would be the cost of making the transcriptions. There would also be some additional cost, incidental to our arrangements with the unions, with respect to musicians and artists involved, and that is under discussion with the unions now. But we cannot yet arrive at any definite figure; and, of course, to some extent that would be divided among the different stations.

Mr. BALCER: They are anxious to get the help of the C.B.C. in order to have the same ratio of programs as you have on English speaking stations in the west. Would you say that an amount of \$25,000 for each station would be a fair amount?

The WITNESS: It is hard to put it at any definite figure, Mr. Balcer, because we do not pay the English stations. We have an affiliation agreement with

them and provide them with programs on the network service which includes both sustaining and commercial shows. We would like to have the French language stations in the west as nearly as possible on the same basis but we would have to do that by means of transcription because the cost of a line from Quebec to Edmonton would be very high indeed. But I think under this new scheme, as far as the same amount of non-commercial programs goes, they would be just about on as good a basis as many of the English stations; except that they would be getting it by transcription a little bit late. I do not think they are worried too much about that. Our difficulty is due to the commercial programs, and that is being studied now by our officials. We are not sure if the unions would allow them—they are still commercial programs—to be sent over the air just to please people at these stations without further payments which the sponsors would not want to pay. But that is all being worked on now. That applies to commercial programs.

Mr. BALCER: So it is your intention to extend that?

The WITNESS: Yes.

Mr. COLDWELL: How many French language stations are there in the west and where are they located?

The WITNESS: At the present time there is one in Winnipeg, at St. Boniface, one in Edmonton; and we have recommended—a licence permit to build has been given to a further station at Gravelbourg; and another near Saskatoon.

Mr. GAUTHIER: They will be French stations?

The WITNESS: Yes, French stations.

Mr. GAUTHIER: They will be entirely French language?

The WITNESS: Yes.

Mr. COLDWELL: You are referring to C.B.C. stations?

The WITNESS: No, these are all privately owned stations.

Mr. COLDWELL: Privately owned stations?

The WITNESS: They are. In each case the ownership is very wide, a great number of people have contributed to the cost of the station, mostly French speaking people in the area. In each case there is an association which owns and controls the station.

Mr. MACLEAN: Your French speaking group in the maritimes is the largest French speaking group in Canada who have no French language service? Is that not so?

The WITNESS: Yes, I think so.

By Mr. Balcer:

Q. The station at Moncton is a C.B.C. station?—A. That would be a C.B.C. station and there will not be a very great cost involved in getting it tied into the French network service up on the St. Lawrence river someplace, so we can operate it relatively cheaply because most of the programs will come over the French network service.

Q. Was that what the Massey commission was planning?

The CHAIRMAN: A little louder, if you please.

Q. The Massey commission was concerned over the whole French language broadcasting situation.

Mr. GAUTHIER: Yes, they recommended a second network.

Mr. BALCER: Yes, a second chain of broadcasting stations.

The WITNESS: They are also working on that and it is our intention if at all possible, unless unforeseen difficulties arise, to develop a second French

network so there will be an alternative national network in Quebec. It is not now the same as we have in the English part of Canada. We have wanted to do this for some time but we did not have the funds. Now, we are all working on it. It is hoped to go ahead. These will be, I think I should say, almost entirely private stations, and that will require complicated negotiations with different groups of stations. It poses the question whether we would need a key station of our own in Montreal. In Toronto, of course, there is the basic station CJBC which is the key station of the Dominion network. So far in Montreal we only have one French language station, so the question arises whether we should have a basic key station of our own, which would probably involve a large expenditure. Those are among the things which are under study at the moment.

Q. And if the committee approves this section you figure that you will have enough funds to start these things?—A. Yes.

Q. And carry them out?—A. Yes. As we told the last parliamentary committee, the Moncton station was specifically mentioned as being a unit in the French language coverage. The second French network is in line and we hope eventually it will be able to supply the same kind of alternative network service to French speaking Canada as we are now able to supply to English speaking Canada.

The CHAIRMAN: Are there any further questions?

Shall the section carry?

Mr. HANSELL: No, I object.

The CHAIRMAN: You are registering your objection, Mr. Hansell?

Mr. HANSELL: Yes.

The CHAIRMAN: Have you any comment to make?

Mr. HANSELL: My comment would be the same as it has always been over the years and will be in the House; a corporation of this kind going into the commercial field should be able to operate under its own steam. That is my general objection for the purpose of the record. I do not think the taxpayers should be asked to put up an additional approximately \$30 million beside the radio fee.

Mr. BALCER: I do not know, Mr. Chairman, if it is unfair to ask this question of Mr. Dunton; but you have heard the amendment proposed by Mr. Sedgwick—

The CHAIRMAN: Pardon me, Mr. Balcer; are you on section 6 or section 7?

Mr. BALCER: Oh, are you on section 6?

The CHAIRMAN: Yes. Shall section 6 carry?

Carried.

Mr. BALCER: Are we going to have an opportunity of discussing the C.B.C. financial program before the committee?

The CHAIRMAN: We still have to go back to a consideration of the annual report of the C.B.C., if you remember.

Mr. BALCER: Oh, yes.

The CHAIRMAN: Shall section 6 carry?

Carried.

Section 7:

7. (1) Subsection one of section twenty-two of the said Act is amended by adding thereto, immediately after paragraph (e) thereof, the following paragraphs:

- (f) to promote and ensure the greater use of Canadian talent by Corporation and private stations; and
- (g) requiring licensees of private stations to furnish to the Corporation such information in regard to their program activities as the Corporation considers necessary for the proper administration of this Act.

(2) Subsections six and seven of the said section twenty-two are repealed and the following substituted therefor:

(6) In case of any alleged violation or non-observance by a private station of the regulations made by the Corporation under this section, the Corporation may, after notice has been given to the licensee of the alleged violation or non-observance and an opportunity afforded to the licensee to be heard, order that the licence of such private station be suspended for a period not exceeding three months and any such order shall be forwarded to the Minister of Transport who shall forthwith communicate the same to the licensee and shall take such steps as may be necessary to carry out the terms of such order.

(7) Where the Corporation orders the suspension of the licence of a private station under subsection six, the licensee may by leave of a judge of the Exchequer Court of Canada appeal against such order to the said court on any question of law arising out of the making of such order and the said court may stay the operation of such order or suspension pending its final decision and may affirm, later or rescind the order appealed against.

(8) The Corporation, before making or amending a regulation that affects private stations, shall give notice of such intention in the *Canada Gazette* and shall give private stations a reasonable opportunity to be heard before such regulation or amendment comes into operation.

By Mr. Coldwell:

Q. With regard to the suggestion the other day when I asked about logs of the stations and suggested that we should get a report of the extent to which they use local talent on their programs and so on—and I want to say that I am restricting it to the stations I mentioned in 1947, I do not know whether that is really wise—I wonder if you had anything in that form that could be presented to the committee that would give us some idea of what most of the stations were doing in that week in which you made a particular survey. You did make a particular survey, I understand, on stations in a certain week?—A. Yes.

Q. I forgot what week it was.?—A. It was merely a sample week, we did not set any date in advance.

Q. Have you anything that could be produced before the committee that would give an indication of the amount of advertising, the number of spot announcements, the use of local talent and so on? That is the kind of thing I think we saw in your log before. Have you anything that could conveniently be put out?—A. We have, Mr. Chairman, summaries of what we reported on during the sample week. That break down the time each station is on the network, the number of spot announcements, and that sort of thing. If the committee wishes we could file that. It would be the easiest way for us to meet that because the work has been done. I would suggest if the committee wishes to study it that in fairness to the stations it would be well for myself or Mr. Young to comment, because we know quite well that a sample week is not necessarily fair: a station may be doing a lot of good things that did not happen to fall in the sample, or there may be particular reasons why we would be able to

fill in pertinent material. We will file that with the committee and the committee might wish to ask questions about it, or it might be helpful if we were to make a few comments about it.

The CHAIRMAN: Is that the wish of the committee?

Mr. COLDWELL: That would be fine as far as I am concerned.

Mr. HANSELL: Are we still on section 6?

The CHAIRMAN: Section 6 was carried, Mr. Hansell.

Mr. WHITMAN: Mr. Chairman, we are on section 7 now?

The CHAIRMAN: Yes, and I think we might confine ourselves to subsection 1 of section 7.

Mr. WHITMAN: In this letter of Mr. Sedgwick's, there is a suggested amendment to section 7, subsection 1 (g).

The CHAIRMAN: Mr. Coldwell had started some questioning in regard to section 7 (1) (f). Could we confine ourselves to that and then proceed to (g)? Are there any other questions with regard to 7 (1) (f)?

Mr. HANSELL: Not necessarily, but a discussion of the general clause might throw some light on it which would involve Mr. Sedgwick's letter to us. His letter is almost a substitution for section 7.

Mr. COLDWELL: It does not touch (f), does it?

Mr. BOISVERT: Yes.

The CHAIRMAN: As far as the members of the C.A.B. are concerned they recommended the deletion of (f).

Mr. COLDWELL: Yes, they did.

Mr. HENRY: Mr. Chairman, have you sent Mr. Sedgwick's letter to the Department of Justice for their comments?

The CHAIRMAN: No, it just came in yesterday, Mr. Henry.

Mr. HENRY: It seems to me there are several questions in there which should be reported upon by the law officers of the crown.

In Mr. Sedgwick's letter he has expanded the first paragraph so that the right appeal covers law or fact and you will recall Mr. Sedgwick before the committee gave technical reasons for broadening those words and I think we should have a report from the Department of Justice on this letter of Mr. Sedgwick's.

By Mr. Langlois:

Q. I would like Mr. Dunton to tell us in (f) if the Canadian Broadcasting Corporation by basing its program on this section could force the privately owned stations to have live talent on their program. Is that the meaning of this section, that you can ask all the local privately owned stations to have live talent on their programs?—A. As I read it we can make regulations to insure a greater use of talent.

Q. Is that your intention, to make regulations to that effect?—A. We have some designed for that purpose now. All our regulations are under review. This simply gives particular power to make regulations for that purpose.

By Mr. Hansell:

Q. Would that mean, Mr. Dunton, that you could make a regulation demanding a private station to use live talent instead of transcriptions?—A. I imagine it could, Mr. Hansell. We have a fairly close knowledge of broadcasting and we certainly would not think of passing any regulations that all talent on stations should be live by any means,

By Mr. Langlois:

Q. Mr. Chairman, is it the intention of the Canadian Broadcasting Corporation to ask, for example, all the privately owned stations that they have so many hours of live talent per week on their programs?—A. I do not know, Mr. Langlois. It has been given a good deal of thought. We will certainly have hearings on our regulations and we would like very much to have some suggestions from privately owned stations about the question of talent.

Q. They cannot do it in many cases because live talent is not just available and they were very apprehensive about the C.B.C. asking them to provide live talent when live talent was not available in their particular district.—A. We know perfectly well there is not very much live talent available in some parts of Canada. We are also aware in some places, in Canada there is lots of live talent available and we also know that where some live talent is available some stations with a great deal of money use very little. Whatever regulation is is—and I am not sure that we will want to have a definite regulation—we will try to make provision for the different circumstances. This is really a sort of study which I think can be handled best not by a definite regulation but by the sense of responsibility of the stations and perhaps the occasional checking up to see how different stations are doing and if there is a full effort among them according to their circumstances.

The CHAIRMAN: In other words, you would have to distinguish between the amount of talent, say, in the city of Toronto and the town of Orillia?

The WITNESS: Oh certainly.

By Mr. Langlois:

Q. Do you intend, Mr. Dunton, to have some discussion about this with the privately owned station operators before you make any regulations in order to find out what has been done in this respect?—A. We will have hearings, and we will be very glad to hear their views about talent.

Q. Because they have been contending that they have not had hearings for the last two years so I think if we are going to change our regulations in this respect it would be a good time to have hearings?—A. I have not heard about hearings but the board has been open at any time in the past 4 years for public hearings. We would be glad to hear representations from private stations or other people about our regulations. They have made some in the last few years, one or two resulting in changes.

By Mr. Hansell:

Q. Mr. Dunton, what difference is there between live talent and a transcription provided the transcription is of Canadian talent?—A. The only difference there would be that in one place the talent would probably be local and in the other place it would probably be Canadian which is still a good thing. The thing is if you look at the large number of transcribed programs on Canadian stations very few are of Canadian origin; the great amount of that material is of non-Canadian origin.

Q. Now, let us shift from talent to radio talks by transcription. With this regulation, would this clause here give you the right to regulate concerning transcriptions of talks? Supposing I wanted to talk over a Calgary station and also over a Winnipeg station and I did not want to pay the expenses of travelling all the way to Winnipeg to do it?—A. I hate to bring up the question, Mr. Hansell, whether you are talent or not.

Q. I can assure you I do not consider myself as talent. I said in asking my question "we will shift from talent to talk".—A. I would not think that this regulation would empower us specifically to make any change regarding talks,

regarding opinion broadcasts. It certainly does not appear to me to be the purpose of the regulations. This would be for entertainment talent of various kinds.

By Mr. Coldwell:

Q. This regulation arose directly, didn't it, when the Massey report—that is (G)? If you look at page 39, for example of the Massey report you will find two references:

We have, however, already referred to comments made to us on the indifferent quality of local programs and on the restricted use of local talent. We have found these comments to be justified. There is, no doubt, a great variation in the performance of the many private stations; the programs of some are satisfactory, and of a very few, praiseworthy. On the other hand, far too many stations regulated in principle by the C.B.C., offer programs which must be described as regrettable.

And then down below:—

The use of local live talent during our sample week was limited to 7 hours and 5 minutes of daytime broadcasting out of a total of 133 hours; live talent was broadcast for a total of 9 hours and 25 minutes out of the 35 hours available in the evenings from Monday through Friday. This figure of 9 hours and 25 minutes included 3 hours and 55 minutes in which hockey matches were reported. We understand that this broadcasting station is prospering.

This is not an isolated example but is fairly representative of a number of private stations. These stations live by advertising; and spot announcements crowd their programs sometimes to the limit tolerated by the regulations.

Now, that is what the Massey report says and I have been critical of the Canadian Broadcasting Corporation in this respect. I think that while the power is vested in the Canadian Broadcasting Corporation to see that something better than this kind of thing is done, the C.B.C. has not exercised that power to see that the listening public get better broadcasts than they are getting from a good many of these private stations. Actually, that is the reason I asked for a production of the record and it seems to me, as Mr. Dunton says, you cannot make a regulation which applies to CFRB in Toronto and, we will say the station the chairman spoke of, Orillia; but the power would be there so that the corporation could exercise it if it so desired in a reasonable way and give some supervision to local programs.

Mr. MUTCH: That power, on the other hand, could be used to eliminate a private station almost if you forced them in many localities to increase their local talent in competition with the very often much superior talent which is available to the C.B.C. and to some of the other private stations in the larger centres. Seven hours out of 35 hours of some of the local talent is about all both the C.B.C. and the private stations or about as much as anybody could stand, I fancy.

Mr. COLDWELL: It depends what the local talent is. If you get local talent like, we will say—I was thinking of the Little Symphony in Regina under Knight Wilson or the Regina Male Voice Choir. Some days they are used by the local stations although I think the Regina stations have been pretty good in that respect. I should say that they used them to quite an extent.

Mr. LANGLOIS: Well, that is fine in Regina, but take the case of New Carlisle in Bonaventure riding. There is a population of about 4,000. You could not get people to get much talent out of a small population like that.

Mr. COLDWELL: That is why I say that although I think the power should be there we should enable the corporation to use a reasonable amount of judgment in applying it. But I think the power should be there.

Mr. LANGLOIS: In the case of Orillia, of course, they send all their live talent to Ottawa.

Mr. COLDWELL: You mean the parliament?

The WITNESS: The chief one is a measure of the restriction on the use of transcriptions in the evening. We have a regulation against the use of transcriptions in the evening from 7.30 to 11, except as provided by the corporation. The corporation has worked out a sliding scale of allowances according to network service and the size of towns. This regulation has been criticized quite often by the private stations. At the present time it is not a very effective means of promoting the use of live talent, but the chief regulation there is for this purpose. We have a number of times in the past suggested to private stations that they take up this matter, that they come up with some other scheme to ensure the use of live talent on the stations.

We are trying to bring out a scheme of approach to these live talent programs which is reasonable and fair and which will allow us to put more pressure on private stations to at least give a chance to talent.

Mr. MUTCH: What is the basis of compulsion for anybody to use live talent?

The WITNESS: It gets down to the whole basis of the feeling of Canada about radio. The ideals have been expressed very definitely by previous parliamentary committees and it seems to be inherent that anybody using a particular frequency which is granted by the public, in return owes something to the public. One thing which has been stated by parliamentary committees is that they give some chance to talent in their area to be heard by other people in the area. There have often been statements about the great responsibility privately owned stations owe to their community. We have thought that one service is to give a chance to musicians and artists and some expression of creative life in the territory.

Mr. BOISVERT: Perhaps some members of parliament have a daughter who can sing?

Mr. MUTCH: I appreciate what Mr. Dunton has said and as everyone knows this is my first radio committee, and it seems to me that we have dressed up the C.B.C. with some rather extraordinary powers. Perhaps his explanation will have to suffice for the moment.

Mr. HENRY: Well, Mr. Chairman, if the word "talent" does not include talks I cannot see any reason why it should not be expanded to include them.

Mr. LANGLOIS: You mean political talks?

Mr. HENRY: No, generally. I think if the thought is that it was made to provide the use of Canadian talent that it should be made to provide the use of Canadian talks as well as talent and I am surprised to hear Mr. Dunton say that he does not think that talent includes talks.

The WITNESS: I do not think I quite said that. I said I did not think that this section would apply to talks.

Mr. COLDWELL: The criticism I made of the Canadian Broadcasting Corporation in carrying out the regulations is also confirmed on page 40 of the Massey report which says at section 57:

Our special investigation appears to bear out the comments which we received throughout the country to the effect that the C.B.C. is in general performing its duty satisfactorily, sometimes even admirably, in providing appropriate and varied programs; less admirably does it exercise its responsibilities of control.

By Mr. Langlois:

Q. Mr. Dunton, what in your opinion would be a fair proportion of percentage of hours which should be devoted to live talent?—A. That could vary according to the locality, what was available, what other broadcast service was available. I do not think that there is any one proportion would apply to every station in the country.

Q. Take, for example, the one in Regina—what would be in your opinion a fair proportion?—A. I would say if that station in Regina were doing—I am just pulling this out of my hat; I have not got the results of the studies we have done here—if the station in Regina were doing even 3 or 4 hours a week in the evening of pretty good live broadcasting and some in the daytime of not so important a kind, that would be doing fairly well, and I think doing rather better than it is now although I have not got the Regina station in mind right now, and I am referring to real artistic talent—not hockey matches or other things.

Q. Now, since the privately owned stations have to depend entirely on revenue derived from advertising, what is the possibility of setting up programs temporarily of live talent?—A. I quite agree, and we know from our knowledge of the whole broadcasting picture in this country that the use of live talent in a community is not necessarily the best way to make money. You can probably in most cases make more money by getting the rights to use transcriptions from the United States with probably big artists, and having them sponsored by a sponsor and the cost to him is relatively little and that is a convenient way to save money. Our feeling, and what we think is the feeling of parliament, is that stations using the air channels and being in a position where there is a chance for profit have the responsibility to their community of trying to find various classes of talent and using some of this talent, even if in some cases this increases their expenditure a little bit; that is part of their responsibility. When we see big, wealthy stations which we know have revenue running into a number of hundreds of thousands of dollars using very little live talent we feel they are not doing their job to their community.

By Mr. Mutch:

Q. In other words, you think it is quite proper, according to the legislation by which you were set up, to decide whether or not a private station is performing a public service in its own community commensurate with their opportunity—that is what it amounts to— —A. Yes, that is the responsibility that has been given to us.

Q. Some other institutions have not a body sitting over them with regulatory powers.

By Mr. Langlois:

Q. But then, Mr. Dunton, suppose you asked the station to put so many hours of live talent on their program and they come back and say “we cannot do that; we cannot afford this expense” then they will have to prove to you that they cannot afford it.—A. No, in all our discussions so far about this talent question that has not arisen in that particular way, although we have had quite often stations saying that they cannot afford to do any live talent programs and we have wondered if that were true—wondered if they could not afford it from our knowledge of the amount of business on those stations and their probable revenues. We are in a difficult position because we do not know what the revenues are and expenditures. There is a danger of having an unfair opinion.

By Mr. Coldwell:

Q. Could we not find out what their revenues and expenses were?—A. We can in a good many cases make some estimate of what they make.

Mr. DINSDALE: Is it not possible to judge their revenue approximately?

The WITNESS: It is difficult on private stations to do so because it would mean judging the relationship between many different items.

By Mr. MacLean:

Q. In connection with the cost of live talent, does it cost more to obtain talent which is broadcasting over the network, than it does if it is broadcast over only one station?—A. I believe in most of the cases where we operate originating points, our localities where the network operates, the rate set by the various unions is higher than the rate for just local broadcasts. Could I ask Mr. Bushnell to check?

Mr. BUSHNELL: Yes, that is correct.

By Mr. MacLean:

Q. And who sets this union rate? Where is this union headquarters—in the United States?—A. It is a difficult question for me because I am not an official of the musicians union. I believe Mr. Murdock has told the previous committee that the union was autonomous. Everyone knows they are connected with the American Federation of Musicians.

Mr. COLDWELL: It is like many unions that while they are affiliated with the unions in the United States there are autonomies making agreements with the Canadian unions and I think that is the situation although I think the rates are decided by what is being paid out.

By Mr. MacLean:

Q. In connection with transcription, are there any regulations as to what the origin of transcriptions should be? I think that is pertinent. I can imagine that there might be private stations who could not afford to broadcast local talent but would be perfectly happy to broadcast Canadian talent from transcriptions.—A. I think that is a very interesting point and one we have very much in mind in the board of governors. We think there is a very important question involved in whether the talent is Canadian or non-Canadian, and not just whether it is local or not local. We are very concerned, as I think the Massey commission was, about the great amount of programming on private stations which is not Canadian at all.

By Mr. Hansell:

Q. I think that is more important than whether the talent is live?—A. We agree that it is very important too.

By Mr. Coldwell:

Q. Well, this does not say it shall be live—to promote and ensure the greater use of Canadian talent by corporation and private stations.—A. And we have very much in our minds the very large importations of talent by means of transcriptions. We are not just interested in seeing more chance for local talent but more chance for all Canadian talent.

By Mr. MacLean:

Q. Well, what does subsection (f) as it stands now mean? It says:

"To promote and ensure greater use of Canadian talent by corporation and private stations"

Does that mean transcribed talent or live talent?—A. I would imagine it could be both. I imagine that is why it is drafted that way, that there could be regulations designed to promote all Canadian talent, not just local talent and we regard that as just as important.

By Mr. Dinsdale:

Q. Under the present regulations applying to broadcasting in the evening that would affect the transcription of Canadian origin as well as from other sources, would it?—A. Yes.

Q. For example, in the case of delayed broadcasts, are they transcribed?—A. Generally delayed broadcasts are exempted.

Q. But Canadian transcriptions are included?—A. Yes, but there are very few Canadian transcribed programs as such.

By Mr. Langlois:

Q. In connection with this live talent are you contemplating encouraging the privately owned stations to make some more frequent hook-ups with other stations in order to broadcast this live talent throughout the province or something like that?—A. We have provision now and have had it for years for subsidiary hook-ups, which we will arrange usually on a regional basis in one province and perhaps part of another. That can be done commercially in which case the sponsor pays for the stations and lines and we set up the hook-up; or we will arrange it for stations for a sustaining, or non-commercial program. In that case the wire rate is lower. We would be very interested in seeing private stations putting on sustaining programs of live talent in their region. We have had few such requests for sustaining programs of live talent.

Q. It might be cheaper for some privately owned stations to give so many hours of live talent per week if they are permitted to make some hook-ups with other stations more favourably located and cut out live talent programs?—A. That is what we have this arrangement of subsidiary hook-ups for.

Q. Following the live talent, I said a while ago in asking questions as to whether or not the privately owned stations might not be called upon to prove that it was financially impossible for them to put up live talent. If that is the case, if the privately owned stations are called upon to prove to the C.B.C. that they cannot afford these programs, they would have then to put before the C.B.C. their financial reports and I took it the other day that they very much objected to that?—A. We have had financial reports submitted to us from stations to prove their own point voluntarily.

Q. But I understood the association was against that very much the other day?—A. Against being compelled. In order not to be called upon to put up so many hours of live talent per week they might wish to prove that they cannot financially do it. There could be the way of compelling them to put financial statements or reports before the corporation and they very much objected to that the other day.

By Mr. Whitman:

Q. You do not have the right to demand their financial statement now?—A. No.

Q. And does this subsection (f) have any effect on their financial statement?—A. As we understand it, no.

Q. I understood from the Canadian Association of Broadcasters last week that they objected strenuously to presenting their financial statement and I think that if that subsection (f) is designed to make them do that I think it would be objectionable.—A. I do not think that either (f) or (g) would empower us to demand their financial statement.

By Mr. Côté:

Q. Why not?—A. I think that developed during Mr. Sedgwick's questioning the other day. As he said, private stations have complied with regulations we have made for providing information about program activities. Now, this bill would put an appeal in. Mr. Sedgwick said there had never been any formal challenge to our power to ask for this information. If this section were not in I think we would be worried about going before a judge of the Exchequer Court to prove we had the power.

By Mr. Fleming:

Q. I do not understand it quite that way. You are saying that these subsections (f) and (g) do not give you any powers you have not got at the present time. Now, I understand what he was saying is that this is the practice at the present time, and I think you think this is—this would not involve any change in practice?—A. I said no power to get their financial statement. This will confirm, if you like, our power to get information of the kind we are getting now.

Q. Well, what kind are you speaking of now?—A. About the talent they have used, how program time has been divided, their logs and that kind of thing.

By Mr. Mutch:

Q. Could there be any objection in so wording (g) to definitely exclude the power to obtain financial information which they are obviously unwilling to give?—A. That is a matter for parliament. All I can say is that we understand this section as presently drafted would not give us that power.

Mr. LANGLOIS: Would there be any objection to saying so—"except financial reports"?

By Mr. Fleming:

Q. Mr. Dunton, I might put it this way. You are not given power to compel the private stations to provide financial statements?—A. No.

Q. Or any information about their revenues or expenditures?—A. No. This is not our bill and we understand this does not grant that.

Q. But you as a corporation are not asking for any power to compel the private stations to provide their financial statements or any information in regard to their revenues and expenditures?—A. We are not seeking in any way anything connected with this bill. The board of governors did ask me to tell the committee that we feel that we should have access to the reports which go now to the Minister of Transport, to enable us to carry out a number of our duties. I would like to explain that point now that it has been raised.

Q. Would not that open up the whole question in a different light?—A. I do not want to get involved. As I say, it has no bearing on this question and as we understand this bill in no way changes our power to get financial statements. I do not want to go on record as thinking that we should not have them just because it is not in this bill.

Q. You think you should have the powers?—A. Not the power, but we think we should be allowed to see the reports which the Minister of Transport has.

Q. Let me get this clear, now. You are not seeking the power to compel the private stations to hand their financial statement direct to you?—A. No.

Q. But you are asking the right to go to files of the Minister of Transport to have access there to the same statements?—A. Yes.

Mr. COLDWELL: But that is not the bill.

Mr. FLEMING: It is getting the same thing indirectly.

Mr. COLDWELL: That does not arise out of this clause.

Mr. MUTCH: That is the next step after this one.

By Mr. Langlois:

Q. I do not think they are asking for it now. They said they would like to have it, that it would be very convenient to have it so that they could go to the minister and get this information. That is only a wish, not a demand.

Mr. FLEMING: I was concerned in the method. I do not know whether you want to hear a discussion on this or whether we should confine ourselves to questions in the bill. It does not seem to be a very clear distinction whether the C.B.C. get the financial statements of the private stations which they object to—whether it be direct or from the Minister of Transport.

The CHAIRMAN: But this bill does not give that right. Was not that made clear the other day?

By Mr. Langlois:

Q. However on that they are not asking for it now. That is a wish which was expressed by the board.—A. Could I get this record straight? We have asked the Minister of Transport for it and it has been refused. We think we should have it.

By Mr. Fleming:

Q. But it is government policy to refuse it at the moment?—A. Yes.

By Mr. Mutch:

Q. Your view is that (g) as presently drafted enforces the refusal?—A. I do not think it enforces any refusal. I do not think it has anything to do with the refusal; it does not affect that in any way.

Q. It either permits it or it does not but certainly it is a clause designed to empower the private stations to furnish information and financial statements.—A. We understand that the passing of this would not empower us in any way to get the financial statements.

Q. Then, in your view, the clause would empower you to get the information you wanted?—A. I do not think if the authorities allowed us to get those things it would stop us from getting them.

By Mr. Langlois:

Q. Would not that enable you to get information about the rates?—A. The rates, as far as I know, are public anyway.

By Mr. Fleming:

Q. Mr. Dunton, you spoke about legal advice—

Mr. LANGLOIS: I imagine probably the private stations have many private deals with advertisers and I understand the C.B.C. does that occasionally too. I have heard it.

By Mr. Whitman:

Q. Mr. Dunton, I have been slow in grasping what this is about. You stated now that you would like to have access to the financial statements of the privately owned stations—you would like to have them?—A. Could I, Mr. Chairman, explain why?

Q. No, just let me follow this for a minute. You say you would like to have them and then we are confronted with these two subsections here which, if they are interpreted by a court, might include all financial statements and might force the private stations to give you their financial statements if we

pass it like that. Have you any objection to putting in there "excepting financial statements"?—A. In my opinion it would not change the meaning of the section, if the committee wanted to do it.

Q. And in your opinion, as you say, it does not demand the right to look at the financial reports?—A. Yes.

By Mr. Fleming:

Q. You spoke about having legal advice on (g). Where do you get your legal advice—the Department of Justice or private people?—A. We bring all matters on statutes to the department.

Q. Might I ask you where you got this opinion on (g)?—A. It was not a private source; it was the Department of Justice.

Q. I think we should have access to any such rule.

By Mr. Langlois:

Q. Would there be any objection to putting "except financial statements"?—A. I do not see that it would be any objection because I do not think it will change the meaning of the section.

Q. Well, that would satisfy the association at any rate.

By Mr. Fleming:

Q. Have you seen Mr. Sedgwick's letter addressed to (g) at the request of the committee? It was made without prejudice on page 2 of his letter to the chairman. It is on page 2 about two-thirds of the way down. It refers to (g) and he puts it forward without prejudice, of course, to his main argument.

(g) requiring licensees of private stations to furnish to the corporation such information in regard to their program activities as the corporation considers necessary, but not including financial statements or any other information as to the earnings or expenses of the licensees.

Have you any objection to that?—A. I would not see any objection to that provided that the committee or parliament does not take that as the board of governors is giving up its opinion that it should by other means get the statements; then I have no objection to that addition to that section at all.

Mr. COLDWELL: The only thing is this, Mr. Dunton. This bill has been drafted by the law officers of the crown. I think that before we decide whether we should accept this wording of Mr. Sedgwick's we should have some advice from law officers of the crown. I do not think we should make a snap judgment on it this morning. I am not a lawyer and I would like to get the other opinions.

Mr. WHITMAN: Would it be possible to let section 7 stand until this suggestion of Mr. Sedgwick's is given to the law officers of the crown or the Minister of Transport to see whether it could be satisfactorily included in section 7?

Mr. LANGLOIS: I have no objection to that, Mr. Coldwell, but I hope you do not say it because you have no confidence in the lawyers on this committee?

Mr. COLDWELL: I would not express an opinion on the confidence of the lawyers of this committee but the lawyers on this committee might not see all the implications of the people who drafted this legislation.

The CHAIRMAN: And then in Mr. Sedgwick's letter he makes it quite clear that he does not profess to have any training or experience as a skilled draftsman of statutes. It is sometimes very dangerous to interfere with drafts which have been considered carefully by people who are skilled in that field.

Mr. COLDWELL: I think it should stand and I would so move until we have some advice from legal authorities.

The CHAIRMAN: We stand then section 7 in its entirety?

Mr. FLEMING: Well, Mr. Chairman, we have been dealing with subsection 1 up to the moment and subsection 2 is a very important section of the bill. I think it would be well for us to hear what Mr. Dunton says about some of the practical features of the bill before we ask the law officers of the crown to advise us with respect to Mr. Sedgwick's suggestions in regard to this section.

The CHAIRMAN: Then, it is agreed that we stand section 7, subsection 1 and proceed to section 7, subsection 2?

Agreed.

Now, you had a question in that respect, Mr. Fleming.

By Mr. Fleming:

Q. Well, on subsection 2 where we come into this broad question of appeal, the pith, being in a proposed section 7, I wonder if Mr. Dunton would care to comment generally on the observations that Mr. Sedgwick was making in his presentation to this committee on this subject last Thursday and if Mr. Dunton wishes to do so, specifically on Mr. Sedgwick's proposed re-draft as submitted in his letter to the chairman. I think Mr. Dunton will have some practical observations that we will want to hear.—A. It is rather a tall order but I will try to cover a few points.

The CHAIRMAN: I think Mr. Fleming understands that you are not a lawyer.

Mr. FLEMING: I was not asking Mr. Dunton for any comments on the draftmanship or any of the legal aspects. That would hardly be fair but I think he could probably give us some comments on the practical features.

Mr. LANGLOIS: Maybe, Mr. Chairman, we could put the question in another way. Mr. Sedgwick objected to the delay occasioned and the financial loss which might be occasioned by a privately owned station, say, located in Vancouver if a decision has been rendered by the C.B.C. on which they have to take four days before an appeal can be made and during that time the station would be closed.

Mr. FLEMING: That is just one aspect.

Mr. LANGLOIS: I think if we took it aspect by aspect.

Mr. FLEMING: Then, let us take Mr. Sedgwick's first point which was that the grounds of an appeal were too narrow in this broad legislation and the question of law arising out of the matter of an order.

Mr. CÔTÉ: An appeal is broadened out to many rules.

Mr. FLEMING: That was Mr. Sedgwick's suggestion; that it should be broadened to cover the question of fact as well as the question of law arising out of any regulation or ruling of the board. Have you any comment to make, Mr. Dunton, or is that too legal?—A. I have just seen his suggestion in the last few minutes. It seems to me, first of all, that in this draft it states: "any person affected by an order, regulation or ruling of the corporation may appeal therefrom . . ." and so on. It seems to me in a few words that that would tend to make the Exchequer Court the Board of Governors of the Corporation as I read it. It would also seem to me to make possible in law for any order of the corporation to its employees to be appealed. Then, I suggest, it might have an effect regarding the taking of a program on the network or not taking it, which could be appealed.

It might also mean, as I understand it, that the court would not just decide whether a certain regulation was within the law and was properly

within the law or that a certain violation, a certain act had violated a regulation, but also by trying to determine whether the regulations were good ones, whether they were in the public interest.

I have not very much experience with courts but it seems to me that puts the courts in a very difficult position and that they are not the right bodies to have an appreciation of where the public interest in a broadcast matter lies. I think this might be disputed by lawyers but our experience in broadcasting is that there are comparatively few matters in which there is a question of law or even a question of establishing fact, of establishing whether a certain thing did or did not happen. The kind of thing we have to decide is whether it is wise to have a regulation about live talent or not; or is it wise to have a regulation about little advertising or not; whether we should take certain steps about expending our networks. They have to be judged from where the public interest lies, taking all the circumstances into consideration.

Q. You have very little as a board of governors then to do on the question of law?—A. At times it has come up, the question of whether one of our regulations has been violated by a certain act. As I understand it, that would be a question of law, whether something was prohibited by the wording of the regulations or not.

Mr. MUTCH: It might be a question of fact.

By Mr. Fleming:

Q. It might be a question of law if it involved a violation of the regulations. All I am asking you is about the number of such cases. I gathered from your remarks that there are very few such cases coming before your board that involve questions of law?—A. There have been, I think, through the years quite a few regarding questions of interpretations which, as I take it, are questions of law.

Q. How many are you getting now? How many have you had in the last two years?—A. I would think rather few recently apparently because this whole question of regulating authority and so on has been in the air to a considerable extent.

Q. I do not see that I follow you on that or that that would have anything to do with it. But you say that in the last few years you have had very little to do with matters that are questions of law?—A. I did not say very few.

Q. I thought that was your expression?—A. I think I said comparatively few. Might I explain that the number of such things would not even get to the board of governors, that our regulation division would talk to a private station about something and suggest perhaps that they had violated or were violating a regulation. The great majority of these things are settled quite amicably. The station either says: "You are right, I was doing it and I won't do it again" or our regulation people say: "Well, perhaps it was not a violation; we won't carry it further". Most of them do not even need to go to the board of governors.

Q. Well, we appreciate that. I know you get these things settled without taking the hard way of doing it but how many have come before the board that have been a matter of decision for the board in the last two years that have involved a question of law?—A. At the moment I cannot think of any that have come right to the board.

Q. In the last two years?—A. Yes, there have been questions. I think the question of the bingo regulation. I would like it if I could to refresh my memory perhaps before the next meeting, Mr. Chairman, and check back on the regulations and see what we have got on that.

Q. Is two years a fair period to take?—A. Yes.

Q. Then, the next question—Mr. Langlois will correct me if I am wrong—the next question on Mr. Sedgwick's letter was as to the hardship that would

be imposed during the period that an appeal is being launched and is pending where the ruling has effected a suspension of operations of a station and the first point that he raised was that it should not be necessary to obtain leave to appeal from the judgment. Is that too legal a question to put to you for comment?—A. Well, what little I know about law I gathered that lots of appeal courts have a provision requiring leave but it seems to me that all that would be involved here that we could suggest would be checking the most frivolous appeals. I would not think any judge would refuse leave of appeal if it is a reasonable ground.

Q. Well, the point Mr. Sedgwick was making involved delay. Here is a case as he put it where an order has been made suspending operation of a station and after the station has its operation suspended for some time then, it is out of business, has to pay the cost of appeal while obtaining leave to appeal, the preliminary application, then waiting for a hearing by the court and then perhaps waiting for a decision by the court are what is going to happen to the individual who might succeed in the end in the court but who will succeed in vindicating a business which has to all intents and purposes been wound up in the long run.—A. As I see it I do not think there would be all that procedure. The station in question would be very much aware of what was happening and when a decision was coming down and very likely would have decided beforehand whether they were going to appeal if the decision went against them. Then they could brief counsel and act very quickly before a judge of the Exchequer Court and then if leave is granted, if it is not a frivolous affair leave would be granted and as I understand at the same time the court could stay the execution of the order.

The CHAIRMAN: I think the point Mr. Fleming is trying to make is to bridge a gap that there might be. The way I understood Mr. Simpson's presentation he feared there was a gap between the making of a suspension order and the time when a licensee might get before the Exchequer Court judge. Is not that what you are trying to make out?

Mr. FLEMING: Yes, and in regard to the time and in regard to his loss of revenue of the licensee and his staff is beginning to dwindle.

Mr. GAUTHIER (*Portneuf*): Of course, a good operator would not put himself in that position.

Mr. FLEMING: Well, you have an important question. The C.B.C. board of governors would have to think it important enough to suspend operations. It is a severe case. That is the whole point. Now, if you are giving a right of appeal, surely the right of appeal should be an effective one.

Mr. BOISVERT: Mr. Dunton, would you have any objection...

Mr. FLEMING: You cannot have a board of governors that are infallible. If you say the board of governors of the C.B.C. are infallible there is no need of giving the right of appeal at all. If you are going to give the right to appeal it should be an effective one. If not, the appeal would be ineffective.

By Mr. Boisvert:

Q. Would you have any objection not to make effective your order of suspension until the expiration of ten days after the making thereof?—A. I would not see any real objection to that.

Q. Or if it is not effective immediately it will give a chance to a private station to come before a judge of the Exchequer Court and secure an order to rescind your order?—A. I think conceivably there might be circumstances which for some reason would make it imperative to shut a station down very fast but I do not see any objection to that amendment at all.

Mr. LANGLOIS: I do not think Mr. Boisvert's suggestion quite covers the matter. There will still be a gap between the order and appeal during which a station might be forced to close down.

Mr. BOISVERT: But if an appeal is frivolous it will be up to the judge of the Exchequer Court to decide that.

Mr. LANGLOIS: I think ten days like that will afford the station every opportunity of making an appeal, getting legal advice and so on.

Mr. FLEMING: And you could couple with that the fact that the judge hearing it might grant a further stay.

The CHAIRMAN: Well, that is already in the bill.

Mr. COLDWELL: I think this is another point that should be referred to . . .

Mr. BOISVERT: It is covered by the Exchequer Court Act.

Mr. COLDWELL: I think we are going to have to be guided to some extent by the report we get.

Mr. LANGLOIS: This suggestion of Mr. Boisvert's is not included in Mr. Sedgwick's letter.

Mr. COLDWELL: I think it is a fair suggestion, as a matter of fact.

The CHAIRMAN: Now, have we covered those points?

By Mr. Hansell:

Q. Mr. Chairman, I do not know if this could be done in this section or whether it would be desirable to write it into the bill but I would like to ask Mr. Dunton what his impression is respecting the statement of the Canadian Marconi Company for a committee composed of representatives of private broadcasters and C.B.C. to meet more or less regularly to iron out their difficulties. Have you read their brief, Mr. Dunton?—A. I have just seen a copy after we got here this morning and read it for a few minutes but I have an idea of what is in it.

Mr. BOISVERT: Could we postpone Mr. Hansell's point until the next meeting and have a discussion on it.

Mr. HANSELL: Is our intention to have the law officers of the Crown on this section and then call Mr. Dunton again on this section?

The CHAIRMAN: That is right, as I understand it, Mr. Hansell.

Mr. COLDWELL: Of course, this raises the whole discussion again as to whether the private stations are on the same level as the Canadian Broadcasting Corporation which neither the Massey Report nor any parliamentary report heretofore has determined. It raises the same point we have discussed over and over again.

Mr. FLEMING: However, there is no reason why the point raised by Mr. Hansell should not be discussed.

Mr. COLDWELL: No, I am not objecting to it; I just pointed that out.

The CHAIRMAN: Well, if the discussion is completed we can allow Section 7, to stand.

Agreed.

Section 8.

Mr. FLEMING: Mr. Chairman, could we get something official on this point?

The CHAIRMAN: Mr. Fleming, this section was brought to our attention at a previous meeting and we were given to understand that section 23 of this Act would be repealed and would be re-enacted in the Radio Act. I wonder, Mr. Browne, could you help us on that point?

Mr. BROWNE: Mr. Chairman, when this section was inserted in the Broadcasting Act in 1936 it was strictly as a matter of convenience. The bill was before parliament at the time and at the same time the department was in a position to ask the Governor in Council's approval to make such regulations.

We have always felt that it is in the wrong place in this Act because it gives us power to deal only with interference to broadcasting. If the Radio

Act is opened at a session—which it may be—then it would be the intention to move this section into the Radio Act and I believe that the premise was put in there that the section shall come into effect on proclamation of the Governor in Council.

The CHAIRMAN: Then, would it be the intention that the re-enactment would be proclaimed on the same day that this section is proclaimed?

Mr. BROWNE: I think that would be the intention, Mr. Chairman.

Mr. HANSELL: It is really taking it out of this Act and putting it in the other, is it not?

Mr. FLEMING: Is it proposed to put it in the other Act in the same form as it appears in section 23 of the Radio Broadcasting Act?

Mr. BROWNE: No, Mr. Fleming, I think we would make one change. Instead of using the words "it is the reception of broadcasting"—I have not got the section before me with the amendment.

Mr. FLEMING: It says "it deals with radio reception".

Mr. BROWNE: We might change the terminology there to use the expression "radio communication" instead of "radio reception".

Mr. FLEMING: So it would apply to interference either with the sending out of the waves or the receiving of them?

Mr. BROWNE: Yes.

The CHAIRMAN: Any further questions?

Mr. LANGLOIS: Mr. Chairman, is it the intention of the Department of Transport to include that in the Radio Act to be mentioned in the explanatory part of this bill?

Mr. FLEMING: We have not any power to write explanatory notes into the bill but we have power to send a communication to the House in the report of the bill to the House, Mr. Chairman. Can't we just take this portion of our proceedings and send it along with the bill?

The CHAIRMAN: You mean in the form of a report?

Mr. FLEMING: Yes.

Mr. LANGLOIS: I take it after the usual discussion.

The CHAIRMAN: I imagine the suggestion has been noted. Would that not be sufficient?

Mr. FLEMING: As long as we tell the House that our suggestion is in the report.

Mr. MUNCH: It is part of our report.

The CHAIRMAN: It is in the record of today's proceedings and it was probably just an oversight that it was not done. Shall we make a formal report on it?

Mr. COLDWELL: It could be included in our report when we report the bill as a part of our report.

Mr. FLEMING: That is what I mean . When we report this bill we will put in a paragraph in our report saying "with respect to clause 8 of the bill the committee can use the following extract from within the proceedings of its meeting on December 4th for the information of the House".

The CHAIRMAN: Correct.

Carried.

Does section 8 carry?

Carried.

Section 9. Does Section 9 carry?

Carried.

Gentleman, I have a note from Mr. Fleming advising me that he has some questions with regard to Section 6. Would it be your wish to revert to Section 6?

Mr. FLEMING: May I say, Mr. Chairman, I was in on the other committee on price maintenance this morning and trying to be in two places at once but this is an important section and I think it would save a good deal of time in the end if we got the information now rather than discussing it further in the committee or in the House without perhaps all the opinions that might assist us.

The CHAIRMAN: Is it the wish of the committee to revert to Section 6?
Agreed.

By Mr. Fleming:

Q. I do not know how many questions were asked on this, Mr. Chairman. If I am covering ground that was already covered this morning, please stop me, but I would like Mr. Dunton if he will to tell us as definitely as possible what is the program of expansion of facilities, enlargements of operations which is intended to be covered by this proposed appropriation of \$6 $\frac{1}{4}$ million per annum over a five year period?—A. Mr. Chairman, perhaps I can outline it briefly and then try to answer some specific questions. Our first and much the biggest problem is to maintain the present services and standards which will take a very large part of the funds which it is proposed to make available.

The increase in costs in the last few years have been very high, and has been particularly high in the last one and one-half years since Korea. It looks at the present time as though on the basis of the licence fee revenue and commercial revenue for this year, just maintaining our present or former service and standards, and there would be a cash gap of about \$2,800,000.

Q. As compared to last year's \$1,271,000?—A. \$1,150,000 I think for sound.

Q. You are speaking of sound only?—A. Yes.

Q. And the figure?—A. \$2,800,000.

Q. So you expect your operations this year just for the same service to cost you \$1,650,000 more in terms of an operating deficit on sound broadcasting?—A. Yes, that is right and looking at the five years ahead that has to be kept at that level of service and not going backwards—to keep at the same level, and we cannot tell how far cost levels are going to go in the next five years, will cost considerably more. We do know that even with costs at exactly the same level as now we would have some inevitable increases. We still have a fairly young staff and they get some annual increments. There are certain costs that inevitably creep up each year. What will happen in any further change in price levels we do not know. Therefore, we have to count on our cost of present services and present standards of operation raising considerably over the next few years.

In addition to that, there are a number of things that are quite urgently needed. I earlier covered some of the things that are high on our priority—French language stations in the maritimes and establishment of a second French network.

Q. Can you give us the amount of this?—A. We have not yet got their exact prices figured out because they are just now being the subject of very, very careful study. We do know that we won't be able to do any amount of the things we would like to do or even that the Massey Commission recommended but we will have to go as far as we can.

Q. I am rather concerned about your last answer when you indicate that while you are making a detailed study about various things, apparently the studies which have been made hitherto have not been carried to a point where you can put a figure of cost on them. Did you not have any such

studies made before the Massey Commission?—A. Yes, I can put in a lot of figures of cost which will simply add up to more revenue than we can see in the next five years.

By Mr. Mutch:

Q. Are they the same extensions which you put before the Massey Commission?—A. Yes, for instance, the specific recommendation for a French language station in the maritimes near Moncton.

By Mr. Fleming:

Q. Is there any reason to expect any substantial difference in the cost as compared with the figures you put before the Massey Commission?—A. They did not ask us for a specific cost of, say, the station at Moncton.

Q. But you put a case before the Massey Commission for substantial increase in revenue. As I understand it you put before the Massey Commission evidence to substantiate your recommendations. Now, did that evidence not include studies of these various projects carried to the point where you included what they cost?—A. I am trying to say they did not include the specific projects such as the French language stations in the maritimes.

Q. Well, where did the total figure come from then that they have proposed?—A. I am trying to go ahead and indicate how it was arrived at. The rough figures over a period of years that we have been working on have been first on annual costs. For improvement in coverage mostly in outlying areas about \$200,000 and that would by no means meet all the gaps in outlying areas but would be considerable help.

Q. Would that give better reception, for instance, down in Gaspé?

Mr. LANGLOIS: Thank you.

By Mr. Fleming:

Q. I am not forgetting what you said last year about coverage down there.—A. It is one of the things that I will mention later in connection with capital costs.

A preliminary figure for the French network of \$250,000 a year. That is preliminary and would depend on what kind of arrangement we could make with private stations and how we balance out on our general programming activities.

Q. I understood you were asked questions this morning about a second French network. We probably do not need to cover that.—A. Then, we had hoped to spend up to close to \$1 million a year in improving our general programming services all year. The way it looks now we won't be able to spend that much because of the pressure of other things. That sounds like a lot of money but when you start to break it down among the two English networks, what will be the two French networks, and a program for extra stations we are putting in and improving and expanding the regional originations, it comes out to not such a large amount, and we are doubtful now if we will be able to put that amount of money into improved program services.

Q. Well, do I understand you to say that you won't have \$1 million left out of your \$6 $\frac{1}{4}$ million additional revenue to enable you to spend that money on program improvements?—A. Not over the five years. We might be able to do it this year but it would be fatal to put a lot of improvements this year that you cannot keep up next year.

By Mr. Boisvert:

Q. How about television?—A. I am talking about the sound broadcasting side of things now. I am still talking of the annual expenditures and these would not be immediately, of course. Now, there is \$300,000 annually for

improved premises, producing facilities in various parts of the country which we have outlined already before at Winnipeg, Saskatoon and Vancouver later on, improvement to facilities in Toronto. About \$200,000 on better information about the C.B.C. as recommended by the Massey Commission.

By Mr. Fleming:

Q. Public relations?—A. They call it information about the C.B.C.

Q. The same thing as public relations. I am going to ask you a question about that. Would you prefer me to ask it now or wait until you finish your enumeration?—A. Perhaps it would be better if I went on—listener research, finding out better what listeners want and why they like and do not like certain things which the Massey Commission recommended, \$100,000.

A rough estimate of the annual cost of operating the new transmitters we would need to improve our coverage and the cost of wire lines in connection with them, \$300,000.

Then, looking ahead to further network extensions a little later on including the dominion network in which there are gaps in some parts of the country, further development of the further French network and a larger network coverage in the second stage, another \$600,000.

Those are the very rough figures on annual costs that face us but we just at the present time cannot fit those figures in with the immediate costs for this year of the present services and standards of operation.

Q. I do not understand what you mean when you say you cannot fit them in? They total, including this additional sum of \$1,650,000 for this year to maintain your present activities, the total as I make it is \$4,600,000. I want to relate that to the \$6 $\frac{1}{4}$ million.—A. Well, it is nearly \$3 million that I have spoken of.

Q. I thought you had given us a total of \$4,600,000 including the \$1,650,000 which is the figure you require for this year to maintain your present series of operations?—A. I said \$2,800,000 for this year.

Q. We are talking about the increase over last year which was \$1,650,000 increase?—A. If we are trying to find out where the \$6 $\frac{1}{4}$ million has to go you cannot take it from last year. Surely it is the relationship of this year of what we are spending and where we will be this year if this present amount of money is provided for us and it is where we will be a long time ahead.

Q. Well, the sum last year voted by parliament, we will take it, makes up the further sum in Section 6 for this current fiscal year, \$6 $\frac{1}{4}$ million, so we will take your full figure of \$2,800,000 which is an estimated deficit and working on your present scale of operations that would come this year to \$5,750,000?—A. Yes.

Q. That still leaves \$ $\frac{1}{2}$ million?—A. That is about \$ $\frac{1}{2}$ million. One thing we have to face right away is paying back. It was not a vote or grant last year; it was \$650,000 loan which is due next year. That leaves about \$1,600,000 to pay that back and to start mailing the large capital expenditures we will have to make to carry out some of these commitments and plans.

Q. Well, do we understand then that a portion of this year's grant is going to be used to repay the loan this year?—A. The board has not given a definite decision about it. I think we would expect to pay back the \$650,000, as we have to do it next year at the latest, to get the corporation on a good financial ground.

Q. Then, what about subsequent years?

By Mr. Coldwell:

Q. Did you say there would be capital expansion?—A. Well, there is a whole field of capital expansion. I would not like these figures to be taken

as something we are asking for but rather the figures worked out by our management so far on the capital cost of facilities needed either for premises or for urgent needs of coverage which amount to \$16,300,000. Obviously, we are not going to be able to carry all this out. We will have to, as we had to do in other years, pick and choose carefully trying to get the best value for the money.

By Mr. Langlois:

Q. I think I would like to know what is this program of capital expansion?—A. As I say, I would not like this to be taken as a program of capital expansion. As you know there are studies being made. We have done a lot of work on it but the board and management has to make final decisions before things can be done, and what amounts.

By Mr. Fleming:

Q. Probably to clarify the situation; Mr. Dunton, one should ask you this: I take it that you have begun with the Massey Report and have asked for the revenue recommended by the Massey Commission?—A. Well, it is government decision.

Q. The corporation, though, is asking for the money, is it not?—A. indirectly at least, yes.

Q. I suppose if the corporation has not asked for it, the corporation is behind Section 6 in asking for these additional sums for the five-year period. This is not being thrust on the C.B.C.?—A. The corporation badly needs money. That is clear. I do not think it is fair to suggest that the C.B.C. are behind any clause in the bill.

Q. I am not asking you to say anything you do not want to there. Your corporation is asking for this amount of money. The amount was arrived at, I take it, by your reference to the report of the Massey Commission which happens to tally almost exactly with the recommendation in that report?—A. So I understand.

Q. And I gathered from your general comments on the subject to which the studies of various projects on either annual or capital expenditures have been advanced that you are not asking us to consider these in quite the same way we would consider an estimate in an appropriation bill in parliament where we are asking for the definite plan that involves the proposed expenditures. This, I take it, is in much more indefinite form than we are accustomed to in parliamentary votes?—A. That is the way in which it should be in broadcasting. If you want the corporation to put up an exact plan of where the money goes and where it should be spent in Canada we can give you a vast list of all perfectly justifiable needs amounting to sums which I do not think parliament and the public would wish to pay. As I understand it, it has always been thought a much better way to operate broadcasting to decide roughly what amount of money from the public will be put into it by licence fees or otherwise, then to put the responsibility on the corporation of doing the best it can with the money. That is the position we were in over a long period of years, and have been, except there has not been enough money to do even a reasonable job in the last few years.

Now, it is proposed that there be a new arrangement for money which would provide increased funds. Those funds will still not provide the money over all of Canada to do a great many things which are being asked for in many parts of the country. We have to look ahead for five years and make sure that we live within the projected revenue and choose very carefully among the projects which are on the books to see if we can cover them from a capital

point of view and also seeing that we are not increasing our annual commitments to a great extent so that in the last part of the five years we will be stuck again.

Q. With that background then, can you indicate just what is this capital expansion program which is being studied by the corporation?—A. As I say, it is not a corporation plan; there are no decisions.

Q. I said studies of the corporation?—A. I would like to say right away that before those projects are undertaken the corporation as a whole will cut a number of them down very much. This is an indication of things needed and as we can think of at the moment. There is the new French speaking network in the Maritimes. This would also include studios at Moncton, studios at Saint John, N.B., a rearrangement of transmitters in the area to get better coverage over a greater part of the Maritimes, including one new transmitter in New Brunswick, a new transmitter at Sydney which is badly needed, a higher-powered transmitter at Halifax and some repeater point transmitters to cover some small gaps in certain places that will not be covered even by the rearrangement of main transmitters. The capital cost of that is \$2,467,000.

By Mr. Langlois:

Q. What are those gaps?—A. Some in the upper part or more northern part of the province of New Brunswick—around Edmundston, that area.

The next in the study is improvement in coverage in Alberta which there will be various ways of doing. The capital cost involved in getting good coverage throughout the province including greatly improving our services in Calgary and Edmonton and with small studios in Calgary will be \$675,000. A number of relay transmitters in different parts of the country, altogether 57—that includes 31 in Ontario, 6 in Quebec—

Q. Where are they in Quebec?

Mr. FLEMING: Gaspe.

The WITNESS: Not including Gaspe. We hope to do better than that for Gaspe.

By Mr. Langlois:

Q. When?—A. Well, we will see if we have enough money.

By Mr. Mutch:

Q. Have you got CBM, Manitoba, there? Is the Manitoba area included in that?—A. I do not think they need very much in the way of coverage in Manitoba.

By Mr. Langlois:

Q. When you say, Mr. Dunton, you want to do better for Gaspe, I hope it is not that you are going to buy CKBF Matane?—A. We have not thought of buying it.

Capital cost of \$228,000. New studios and premises needed—and these are naturally rough figures again—which will be needed before very long in Vancouver, \$2 million, Toronto \$5,200,000, Winnipeg—which is a very urgent matter indeed and which we are having to deal with right away \$1,200,000.

By Mr. Fleming:

Q. Toronto is \$5,200,000?—A. Yes.

Q. Don't anybody say hogtown now.—A. Premises in Regina \$75,000. I would like to emphasize that these are not definite figures; they are not corporation projects. They will have to be very carefully reduced later. In fact it is very hard to see how we can carry through many of these things.

By Mr. Mutch:

Q. There is one of them very important.—A. The one that is very important is at Winnipeg at the moment and that we will have to start on right this year.

There are short wave transmitters for the very northern parts of Quebec which are developing \$150,000, Gaspe Peninsula a new 5-kilowatt station, \$428,000. Transmitter in the west for trying to cover the Yukon Territory, \$150,000. A number of fairly small power transmitters in Newfoundland and increasing the power of Grand Falls and improving the transmitter at St. John's, \$1,237,000.

Then, there are several more miscellaneous projects—Montreal transmitter—that is if we are going to as I think we are have a new French language network—\$351,000.

By Mr. Fleming:

Q. That is not decided on yet?—A. If we could have had all the money we wanted we would start a new French network with a station of our own right away but we have to compromise if we have not got enough money to do it and try and find a cheaper way of doing it.

Q. That is life.—A. Improved technical facilities in all locations covering the whole system \$500,000; new 5-kilowatt transmitter at Ottawa, which is very badly needed, \$330,000; new transmitter at Quebec which is also badly needed \$335,000; provision for an English language transmitter at Quebec \$200,000, which we do not know if we need or not—new transmitter at Prince Rupert, \$305,000. That area is developing very rapidly.

By Mr. Decore:

Q. How about international service?—A. And the figure included in this total for a transmitter of the French language station near Moncton, \$169,000.

Q. How about the international service—anything in there for transmitters for that?—A. That makes a total, I think, of about \$16,300,000.

Q. How about international service—any additional transmitters?—A. We have not any projected, Mr. Decore. We act as agents for the government in that respect and if they wish to improve the service we will be called in to go ahead with it. I want to point out that the international service transmitters time to Europe is quite full now and I cannot see that we can do more than we are doing in that respect.

By Mr. Hansell:

Q. Just one more question. I would like to ask you, Mr. Dunton, when Mr. Allard was giving his brief here and being questioned I asked him if the independent radio in Canada could mobilize their stations themselves in such a way as to give Canada a national system without depreciating in any way the high standard of broadcasting, without any cost to the taxpayer. I amplified it by saying, supposing, for instance, the C.B.C. did not exist, could you give Canada the same standard of broadcasting that they have today without costing the taxpayer anything and his answer was very definitely, "yes". Would you have any comment to make on that?—A. I will answer just as briefly and say no.

Q. That is just a conflict of opinion?—A. Well, to me it is a good deal more than opinion; it is completely obvious.

Mr. MUTCH: There are some parallels elsewhere which would support your contention that the answer is no with one exception, the view that the service we are getting compares very favourably with what some others can give us.

Mr. HANSELL: What are the parallels?

Mr. MUTCH: Well, there are those who prefer what they get over the C.B.C. to what they get from the United States and certainly some of the talks there. Certainly I, for one, prefer what I get over the C.B.C. over what I get even over the B.B.C.

Mr. HANSELL: Perhaps that is a matter of taste.

By Mr. Langlois:

Q. Mr. Dunton, in your list of proposed expenditures you have not given any subsidy to privately owned stations. I understand some have been recommended by the Massey Commission?—A. I do not think they recommended any subsidies.

Q. Was there not a recommendation for a French language station subsidy?—A. They recommended we take into serious consideration the use of existing French language stations in western Canada as outlined for national French programs by transcription or some other means. That is just what we are doing now and going ahead with.

Q. There is no subsidy of so much per year?—A. No, we do not pay any stations subsidies.

The CHAIRMAN: Gentlemen, it is one o'clock. Shall we adjourn and meet again at 3:30?

Agreed.

The meeting adjourned.

The committee resumed at 3:30 p.m.

The CHAIRMAN: Gentlemen, we have a quorum.

When we rose at 1 o'clock we had been considering section 6, to which we had reverted at the request of Mr. Fleming. Earlier in our proceedings this morning some question had arisen with respect to section 7 and Mr. Driedger, of the Department of Justice, is here this afternoon. He would like to get away as soon as possible. Would it be your wish to consider section 7 now?

Agreed.

I think it would assist our consideration of that section if Mr. Boisvert notified the committee, as he has notified me, of an amendment to paragraph 2 of the section which he intends to move in the course of our proceedings.

Mr. BOISVERT: I do not want, Mr. Chairman, to enlarge upon what was said last week before this committee by counsel for the C.A.B., Mr. Roberge and Mr. Sedgwick, but merely to say that I cannot agree with a form of appeal so wide in terms and in procedure that the board of governors of the C.B.C. would be subservient to a court of justice of this country; but I am of the opinion that we should try to meet half way the diverging conditions of our dual system of broadcasting, and I am proposing an amendment to paragraph 2 of section 7 of the bill which reads as follows:—

by adding at the 27th line after the words "month" the following words:
, but such order shall not be effective until the expiration of ten days
after the making thereof;

With this amendment, the new paragraph will read as follows:—

(6) In case of any alleged violation of non-observance by a private station of the regulations made by the Corporation under this section, the Corporation may, after notice has been given to the licensee of the alleged violation or non-observance and an opportunity afforded to the licensee to be heard, order that the licence of such private station be suspended for a period not exceeding three months, but such order shall not be effective until the expiration of ten days after the making thereof; and any such order shall be forwarded to the Minister of Transport who shall forthwith communicate the same to the licensee and shall take such steps as may be necessary to carry out the terms of such order.

Pending the ten days delay it would allow a private station to make an application to a judge of the exchequer court according to section 7 of paragraph 2 which reads as follows:—

(7) Where the Corporation orders the suspension of the licence of a private station under subsection six, the licensee may by leave of a judge of the Exchequer Court of Canada appeal against such order to the said court on any question of law arising out of the making of such order and the said court may stay the operation of such order or suspension pending its final decision and may affirm, alter or rescind the order appealed against.

And, according to the terms of the exchequer court the power of the judge of the exchequer court is sufficiently wide to uphold the decision of the board in the case of a suspension of a licence. So I think that in this amendment we meet half way the contention of the C.A.B. and we are at the same time maintaining the C.B.C. in its power to regulate.

So, Mr. Chairman, I am going to move that as an amendment.

The CHAIRMAN: I wonder if in the meantime we could leave that as notice that you intend to make such a motion at a later stage in our proceedings?

Mr. BOISVERT: Yes.

The CHAIRMAN: Thank you.

Mr. STICK: We can deal with that at a later time.

The CHAIRMAN: We could deal with that when we come to deal with the section, Mr. Stick, if that is agreeable.

And now, Mr. Driedger, I wonder if you would care to sit up here.

Mr. E. A. Driedger, Counsel, Department of Justice, called:

The CHAIRMAN: As I understand it, there were three questions which came up this morning; one has reference to section 7, subsection 1, paragraph (g) which reads:—

(g) requiring licensees of private stations to furnish to the corporation such information in regard to their program activities as the corporation considers necessary for the proper administration of this Act.

The question which arose in the minds of some members of the committee was as to whether that section as presently drafted was wide enough to allow the corporation to demand financial statements from a private station, and that was one of the matters on which we would like your help at this time.

The WITNESS: Thank you, Mr. Chairman. Perhaps I should preface my remarks by a cautionary note or two. As you know, it is sometimes quite impossible to define an area with mathematical precision. If you particularize you may omit things and if you use general terms, general expressions, as

you are very often compelled to do, you leave a twilight area and it is not always easy to say whether a particular thing falls in the light or in the shade.

We have here a case where the field is described in very general terms and it is a matter of opinion perhaps as to whether something falls within that field or not, and other people here may have opinions different from mine, which probably are equally valid, perhaps even more so; but all I can say to you in answer to your question is that this speaks of program activities and I hardly think—as a layman, and I consider myself a layman so far as radio broadcasting is concerned—I do not think it would occur to any layman that it includes such matters as financial returns or financial statements. After all, it does say program activities; and it is to be noted too that that paragraph is only one paragraph of a section which deals entirely with what you could describe as program activities of the corporation. You can see that from paragraphs (b), (c), (d), (e), and so on of that section.

Mr. BOISVERT: Would you permit a question, Mr. Driedger?

The WITNESS: Yes.

Mr. BOISVERT: Do you know whether there is any definition of the term "program" in the Act?

The WITNESS: I do not know off hand whether there is or not. I do not think there is. It does not deal with financing or financial matters, neither this paragraph nor the whole section and I would venture this opinion that it probably has nothing to do with financial statements and matters of that kind.

Mr. HANSELL: Mr. Chairman, may I correct Mr. Fleming? In the first page there is a definition of programming—

program means any live or recorded program or part thereof.

The CHAIRMAN: For the benefit of the Hansard reporter I might say that Mr. Hansell is reading from section 1 of bill 17, subsection (2) paragraph (h). I wonder if I might just direct Mr. Dreiger's attention to the three points which arose this morning?

Mr. FLEMING: Had we better not take them one at a time?

The CHAIRMAN: That is quite satisfactory if that is the wish of the committee.

By Mr. Fleming:

Q. Mr. Dreiger, do you feel a very strong opinion about this? Now, we heard an opinion expressed last Thursday by Mr. Sedgwick in which he intimated concern with that expression "program activities" and that it might be construed as extending into the stations' revenues from programs.

Hon. Mr. McCANN: Mr. Fleming, might I interject there that when the bill was considered by the government that "program activities" did not include any financial returns.

By Mr. Fleming:

Q. Then, I think we are all in agreement on the intent we want to carry into effect. It is just a question of the term. We have had this fear expressed as to the effect these words may have.

Do you see any objection for clarification's sake or even out of abundance of caution to take these words suggested by Mr. Sedgwick at the end of (g) the word "and" under subsection 1 (g)—"but not including financial statements or any other information as to the earnings or expenses of the licensee."—A. Well, it is rather difficult for me, as you will appreciate, to comment on that when I have just heard it but bearing in mind the argument that is suggested where you say that "program activities" is wide enough to include financial matters—

Q. Relating to programs?—A. Yes, then by inserting that amendment perhaps it might even be argued that since program activities are relatively related in some way to financial aspects of the radio station by inserting the exception you might nullify the entire effect.

Q. Well, if the intent of the paragraph is not to include financial statements or information as to earnings or expenses of licensees, how can there be any fear that you will nullify the intent of the paragraph by expressly excluding those things?—A. Just as it is argument that any program activity is, in the end, reflected in the financial position of the corporation. Therefore, any information as to program activities would reveal information regarding the financial situation of the broadcasting station.

Q. Well, we are agreed in doing it but we do not intend the corporation to have that power, that the intent of (g) was not to include the provision in relation to financial statements or earnings or expenses of the licensee.—A. Perhaps I have not made myself very clear. I am just putting this forward as a possible argument that any information asked for respecting program activities necessarily involves information regarding the financial situation of the corporation. I am just taking the other side of the argument. So that if you say they may require information as to their program activities but not exactly their financial statement they may be getting no power at all because you cannot give information on program activities without at the same time giving some information about their financial aspects.

Q. I just do not follow that, Mr. Dunton, at all. If we take it we are agreed—and I take it we are agreed—I submit that what the minister has said that we are not interpreting (g) and do not wish (g) to require the provision of financial statements or any information as to the earnings or expenses of licensees, I do not at all follow the argument that we are subtracting something from the previous words in (g) which ought to be there. If we are agreed, as I think we are, on the intent— —A. Of course, the insertion of the exception implies that the words preceding it should be included.

Q. We can put in an abundance of caution. You see, Mr. Sedgwick's main argument was that he was very fearful that (g) as it stands now might be construed as compelling the private stations to submit information in regard to revenue and expenses in relation to program activities.—A. I was only suggesting that on a broad interpretation of program activities. You would always find yourself in the exception.

Q. Well, I think that is the agreed intent expressed in this committee that we do not make these private stations give any information on finances, revenues, or expenditures.—A. I am only suggesting this as an argument that any information you ask for could be said to relate to its revenues, finances and expenditures. Therefore, if you put it in as an exception there is nothing you can ask for.

The CHAIRMAN: And the section would mean nothing.

By Mr. Fleming:

Q. But that argument completely negatives the intent as we have expressed it here today.—A. I am just discussing argument as it might be taken from the other side.

Hon. Mr. McCANN: Mr. Driedger, you have "program activities" in section 7 and then when you turn to section 9 (2), isn't it put in there purposely to differentiate between program activities which is specific and the other word "activities" in part 2:

The corporation shall each year review the activities of all stations. And was it not put in there to differentiate it from all other activities and be specific that it had only to do with programming?—A. I should think so, yes.

I was thinking more particularly of the position of this paragraph in the Act. It is one of four or five other paragraphs that deal only with the program activities of the corporation.

Q. Well, I can give that assurance that it was not intended that you have the financial statement.

Mr. FLEMING: Well, with that assurance from the minister and in view of the fact that counsel appearing here has expressed seriously a fear as to the favourable interpretation of this section, don't you think that the proposed amendment designed to clarify the matter and carry out the intent as expressed here by the minister is desirable?—A. Well, perhaps I can illustrate my argument in another way. Supposing you did make the amendment and then the corporation asked the private stations how many hours were devoted to concert music, or how many hours would be devoted to sport broadcasts, that would be a proper question to ask. I am just afraid it might be possible to say this: that if you ask how many hours is devoted to sports broadcasting you will then know approximately what revenue the sponsors of the sport programs pay. Therefore, your question is related to the financial aspect of the corporation and, therefore, the information should not be given. It was just a type of argument I was thinking of.

Q. If you have been following the arguments in the committee, the C.B.C. has that power and does that sort of thing at the present time. It has all the information it wants now about the time on the air and the type of program. But when it gets down to a question of what revenue comes from a commercial advertiser or sponsor, that is the thing they agreed should be left out. I think the point you are making now, if you were following the course taken by the committee, you would see there was no item there.

The CHAIRMAN: I think—and it was brought out also in the proceedings—that this paragraph (g) might have the effect of clarifying the entire situation, that up to this time there might have been some doubt as to the legal right of the C.B.C. to ask for even this information.

Mr. FLEMING: I think we are told also that nobody has ever questioned the present practice, no one has ever refused to give the information.

The CHAIRMAN: That does not mean that no one ever will question it.

Mr. FLEMING: I think as to (g) as long as the view that Mr. Sedgwick's letter expressed was that there was no serious objection to it as long as it was clarified to make it abundantly clear that financial information is not included in the group of information that C.B.C. can require private stations to submit, it would be all right.

The WITNESS: Well, my point really comes down to this. This suggested amendment is something in addition, here now for the first time and I am just trying to suggest that possibly it might do more than really create a situation, that it might affect the actual interpretation of the words "program activities".

Q. Do you feel you have not had time enough to form an opinion on it?—A. It has just been mentioned to me at this moment.

Q. You have not seen it until this meeting?—A. No, not until this morning.

Mr. FLEMING: Well, Mr. Chairman, I do not think it is fair to ask Mr. Driedger to give an opinion on it right now. Don't you think we ought to give Mr. Driedger some time to consider this question?

The CHAIRMAN: Isn't this the situation? Mr. Sedgwick has come before the committee and expressed a fear that (g) in its present form might allow the corporation to ask for information, for financial statements. Mr. Driedger has expressed the opposite view that if the section were amended in accordance with Mr. Sedgwick's suggestion that it might be possible for a private station

when asked to give information as to program activities to say: "No, that information will also give you information as to our financial position and we therefore refuse to give that information."

Now, I think we are all agreed also that the corporation is entitled to this information as to program activities so that there is a fear on both sides and since we are giving in a latter part of this section a right of appeal it would seem to me that we must recognize both fears and make up our minds accordingly. It seems to me that we have had an expression of opinion from both sides and that we are quite competent to deal with it at the present time.

MR. FLEMING: I question, Mr. Chairman, if it is fair to Mr. Driedger to ask him to give an off-hand opinion on this if he has only seen this proposed amendment in the last few minutes.

Q. Do you feel yourself you would like to give some consideration to this, Mr. Driedger?—A. Well, I do not know. As I indicated earlier you are always in difficulty when you are trying to define a field in general terms and I do not know that I can add anything to it.

Q. Did you draft bill 17?—A. I handled it, yes.

Q. Have you had an opportunity to consider the other amendments to section 7 that were proposed here?—A. They were mentioned to me, yes.

Q. Before coming here this afternoon?—A. Yes.

Q. You had some time on that?

MR. FLEMING: I did not understand Mr. Driedger really expressed an opposite opinion; he was raising a question, Mr. Chairman.

THE CHAIRMAN: Well, if I used that phrase, that was not quite accurate but it does show the nature in which by law a private station may be able to say to the C.B.C. "We do not wish to give you information" which it was certainly intended they should give.

MR. STICK: Also, Mr. Chairman, you have the minister's assurance as far as the government is concerned that it was not the minister's intent and the private stations have the right of appeal and can call evidence here that the minister made that statement. Is that not available to a court of law?

MR. FLEMING: No.

MR. STICK: It is not?

HON. MR. McCANN: No, it was not put as such

MR. FLEMING: We had an example a year ago last September in connection with the bill before the House on the 31st of August 1950 to terminate the railway strike. The assurance was given to the House by the Prime Minister as to the interpretation of a section of the bill which was before the House and on the strength of his interpretation of it the House relying on that passed his bill. Then, when the royal commissioner came to act under the powers given in the bill he put a contrary interpretation on that section.

THE CHAIRMAN: Well, Mr. Fleming, this is hardly relevant as a consideration of section 7 of this bill.

MR. FLEMING: Well, it raises the same question of intent that is stated by the minister in this committee so I am just saying it is not lawful. If it comes before a court reference will not be directed to the proceedings in the committee.

MR. STICK: It would not be taken as evidence, in other words?

MR. FLEMING: No. Whatever is to be law has got to be stated in the bill. That is the point and I appreciate the assurance the minister has given but I think it shows we are of one mind as to the intent we are trying to carry out here. It remains just to be written into the bill in language that is beyond any question of doubt.

MR. GAUTHIER: I would like to know why the privately owned stations are so scared of giving their financial statements? They have the C.B.C.

financial statement every year. It might help them. You never can tell when a financial wizard can give them tips and arrange their operations so that they can make more money because they say they always lose money.

The CHAIRMAN: That is hardly a question we can ask Mr. Driedger, I am afraid.

Mr. GAUTHIER: I am speaking to my friend, Mr. Fleming.

Mr. FLEMING: Well, the thing is they are in competition.

Mr. GAUTHIER: All right; they see the C.B.C. financial statement every year.

Mr. FLEMING: How much detail do they get from that?

Mr. GAUTHIER: Why not give the same detail from the privately owned station?

Mr. FLEMING: You would have trouble convincing them of that.

Mr. GAUTHIER: They are always losing money, they say.

Mr. FLEMING: They should call in a doctor.

Mr. GAUTHIER: Well, I am ready to call in one.

By Mr. Dinsdale:

Q. Mr. Driedger, the word "program" is not sufficient to get around the wider implications of "activities".

In regard to their programs.

Would you tie "program" with "activities"?—A. I am not sure that I follow you.

Q. Just use the one word "program" instead of the phrase "program activities"?—A. I do not know how good a verb it is.

The CHAIRMAN: Well, shall we pass on? Are there any further questions or shall we pass on?

The next point which was raised—I think, Mr. Fleming, we have enough information to deal with that problem and if you wish to prepare an amendment we will certainly receive it.

By the Chairman:

Q. Then, Mr. Driedger, there was a further point raised at a previous meeting by Mr. Sedgwick and that was that subsection (2) of Section 7 left a time gap between the time when an order of suspension may be made and when the licensee affected might be able to get before the judge of Exchequer Court to make his application for leave to appeal and to make an application for a stay of the operation of the order. Mr. Sedgwick fears that under those circumstances it might mean that a station would be closed up for a short period during that time gap. Did you hear the amendment of which Mr. Boisvert gave notice?—A. Yes, I heard that.

Q. And what would your opinion be as to the effect of that amendment to remove the fear which Mr. Sedgwick expressed in that regard?—A. Well, the question of whether there should or should not be any delay, I suppose, is entirely one of policy. I do not think I can express any views on that. The most I can do perhaps is to mention one or two things that might be material in considering the policy.

On the one hand, I suppose that there might be some delay—it always takes time to apply to a court—sometimes applications have to be made in a hurry. There might be a lapse of time in there that might be considered to be undesirable but if you introduce an amendment that provides for a statutory delay then, of course, you have more time within which to apply for your order but you cannot have an order made effective before that time. Now, that might

be considered desirable or not. I do not express any view as to that but on this proposed amendment. It would, of course, make it impossible for an order to go into effect until the lapse of a specified period of time.

Now, whether that is enough to permit persons affected to make their applications, I do not know.

By Mr. Fleming:

Q. Is there any opinion to be expressed on the sufficiency of the 10 days? I think, as a matter of policy, we would find pretty general agreement in the committee. I think Mr. Boisvert has a pretty sound point. Is 10 days enough? You usually find 15 days in provincial statutes as a period in which you can appeal.—A. I do not know if I can express a view on that, Mr. Fleming.

Q. Supposing something should occur out in British Columbia or in Newfoundland which involved the retention of counsel to make an application here, and suppose that none of the judges of the Exchequer Court is on the itinerary. Do you think that 10 days would be enough, bearing in mind that they must first gather together the necessary material to be presented, and bearing in mind that it may involve a serious case in which a license is to be suspended. We have been told that that is a very serious matter.—A. I do not know enough about radio broadcasting to understand what is involved. There may be some cases when it would be a serious matter, and there might be cases where long distances were involved, but I really could not say.

Q. I think the point was made by Mr. Boisvert that the powers of the Exchequer Court under the Exchequer Court Act, are ample enough to give the court all the power it needs to extend a stay, once the court has received an application by way of an appeal. Are you satisfied as to that?—A. That is in the section now, is it not?

The CHAIRMAN: That is in the section itself.

By Mr. Fleming:

Q. I thought that Mr. Boisvert was raising a question as to the sufficiency of the powers of the court on the application for leave to appeal. That is a preliminary application for leave. Is there any doubt in your mind as to that?—A. It is provided for in this subsection here. You mean, in the absence of that, would the court have the power?

Q. No. I would be satisfied if you said you were satisfied that there is no doubt that the Exchequer Court, when the preliminary application is made for leave to appeal, has the power to direct an extension of the stay and of the effect of the order.—A. I would think that under this paragraph the court could do that.

The CHAIRMAN: There was a third question which arose. That was in regard to the matter of applying for leave to the Exchequer Court as against an appeal as of right. I think it might be helpful to the committee if you could tell us some of the cases in which leave must be asked for and the reasons for a section drawn in that way, making it obligatory on the appellant to ask for leave before the appeal is proceeded with?

The WITNESS: There are, of course, many instances in federal and provincial legislation where leave of a court must be obtained before an appeal can be made; either leave from the court which is appealed to, or leave from the court appealed from. I could give you some examples, but I do not know how relevant they are here. But there is a provision in the Supreme Court Act providing for an appeal to the Supreme Court with leave of the provincial court appealed from and there is a general appeal section in the Supreme Court Act permitting appeals with leave of the Supreme Court. I believe there is a

provision in the Exchequer Court Act whereby certain classes of appeals—I cannot just recall which—but certain classes of appeals may be had only with leave of either the Exchequer Court or the Supreme Court.

By Mr. Fleming:

Q. Are you speaking of appeals to the Exchequer Court?—A. No, appeals to the Supreme Court from decisions of the Exchequer Court.

Q. You are not saying there is anything in the Exchequer Court Act which is comparable to this, requiring leave to appeal to the Exchequer Court?—A. There are not very many instances of appeal to the Exchequer Court that I can think of off hand. It is a court of original jurisdiction. If may have appellate jurisdiction in some special cases.

Q. In appeals under the Income Tax Act you do not find any provision requiring leave?

Hon. Mr. McCANN: Under certain sections of the Tariff or Customs Act, an application has to be made to a Judge of the Exchequer Court for the right to appeal to the Exchequer Court.

The WITNESS: I think that within the last year or two there has been an amendment both to the Customs Act and to the Excise Act.

Hon. Mr. McCANN: Yes, to both.

The WITNESS: Which provides for appeal to the Exchequer Court with leave of that court from the departmental decision.

Hon. Mr. McCANN: That is right.

The WITNESS: Affecting tariff classifications and valuations for duty, and so on. I am just speaking from memory, but I think there were appeals in the last couple of years.

The CHAIRMAN: Are there any other questions?

By Mr. Fleming:

Q. What purpose can you say that such a provision would serve in a matter of this kind?—A. Well?

Q. You are going to require all of the evidence of the court anyway.—A. The purpose of this is a provision, generally, I think, to give the court some control over the type and number of appeals that are taken to the court.

The CHAIRMAN: And to prevent frivolous appeals and that type of thing.

The WITNESS: A comparable case might be this: inserted in the Supreme Court Act two or three years ago there was a section giving the general right of appeal from all summary conviction cases and prosecutions of that kind on questions of law, with leave of the Supreme Court.

The CHAIRMAN: Are there any further questions?

Mr. FLEMING: There is that other point, Mr. Chairman. It may be a question of policy. It has to do with the scope of the questions that may be grounds for appeal?

The CHAIRMAN: I think that is a straight question of policy, is it not?

Mr. FLEMING: Yes.

The CHAIRMAN: Thank you, very much, Mr. Driedger. You are very kind. Now, are there any further questions with regard to section 7?

Mr. MURRAY: Yes.

Mr. FLEMING: I am not going to repeat the discussion on points we have already have, but I think we are all agreed that the ending of clause (g) of section 1 becomes a question of writing this provision in language that is so clear that there can be no doubt about the intent. I think that the language

proposed by Mr. Sedgwick is very useful in that regard. The fear which he expressed here is one that he put forward seriously. Therefore I move that clause (g) be amended by striking out the words after the word "necessary" in line 18 and substituting these words:

...but not including financial statements or any other information as to the earnings or expenses of the licensee.

The CHAIRMAN: Would you mind writing that amendment, Mr. Fleming.

Mr. FLEMING: It is already written in his letter. It is just as it appears in his letter. It is already a matter of record.

The CHAIRMAN: That is true.

Mr. FLEMING: It is much more legible here than if I wrote it.

The CHAIRMAN: How would that tie in with the present section (g) as presently drafted?

Mr. FLEMING: It only adds words to it for clarification.

Mr. MURRAY: What are those words again?

Mr. FLEMING: The words are these, if we use Mr. Sedgwick's letter. Beginning with the third line after the word "necessary", he says, add the following words:

...but not including financial statements or any other information as to the earnings or expenses of the licensee.

Mr. LANGLOIS: I think there is also another slight change in regard to the set-up of the programming. It means nothing, but there is a slight change after "information".

The CHAIRMAN: Mr. Fleming moves that paragraph (g) of subsection 1 of section 7 be amended by adding after the word "necessary", the following words:

...but not including financial statements or any other information as to the earnings or expenses of the licensee.

And the words "for the proper administration of this Act" in line 18 be deleted. Is that correct?

Hon. Mr. McCANN: In addition to that, after the word "information" in regard to the change as to their programming.

Mr. FLEMING: I see that these words "for the proper administration of this Act" do not appear in Mr. Sedgwick's draft. I think it would be better to read them first and insert the words after the word "Act" in line 18:

...but not including financial statements or any other information as to the earnings or expenses of the licensee.

The CHAIRMAN: Let us have it quite clear. Your motion, Mr. Fleming, is that paragraph (g) of subsection 1 of section 7 be amended by adding in line 18 after the word "Act" the words:

...but not including financial statements or any other information as to the earnings or expenses of the licensee.

Is that correct?

Is there any discussion?

Hon. Mr. McCANN: There is a further change.

Mr. HANSELL: He is not fussy about that change.

Hon. Mr. McCANN: You are not changing the other three words?

Mr. FLEMING: No.

Hon. Mr. McCANN: I meant in accordance with this draft here.

Mr. GAUTHIER (*Portneuf*): Do we really need to have that amendment to clarify the situation, Mr. Chairman?

Mr. FLEMING: Yes, in my opinion, we do.

Mr. GAUTHIER (*Portneuf*): I am asking the lawyers.

Mr. MURRAY: "program" means any live or recorded program or part thereof. I think that would cover it. We are not discussing programs of building or of construction.

Hon. Mr. McCANN: The definition does not mean anything at all when it says, "a program means a program or a part thereof."

The CHAIRMAN: Is there any further discussion? You have heard the amendment proposed by Mr. Fleming. All those in favour of the amendment will please raise their hands? All those opposed?

I declare the amendment lost.

As to section 7, subsection 1, does this section carry?

Carried.

Subsection 2?

Regulations by the Corporation.

7. (1) Subsection one of section twenty-two of the said Act is amended by adding thereto, immediately after paragraph (e) thereof, the following paragraphs:

- "(f) to promote and ensure the greater use of Canadian talent by Corporation and private stations; and
- "(g) requiring licensees of private stations to furnish to the Corporation such information in regard to their program activities as the Corporation considers necessary for the proper administration of this Act."

(2) Subsections six and seven of the said section twenty-two are repealed and the following substituted therefor:

Suspension of licence.

"(6) In case of any *alleged* violation or non-observance by a private station of the regulations made by the Corporation under this section, the Corporation may, *after notice has been given to the licensee of the alleged violation or non-observance and an opportunity afforded to the licensee to be heard*, order that the licence of such private station be suspended for a period not exceeding three months and any such order shall be forwarded to the Minister of Transport who shall forthwith communicate the same to the licensee and shall take such steps as may be necessary to carry out the terms of such order.

Appeal to Exchequer Court.

(7) Where the Corporation orders the suspension of the licence of a private station under subsection six, the licensee may by leave of a judge of the Exchequer Court of Canada appeal against such order to the said court on any question of law arising out of the making of such order and the said court may stay the operation of such order or suspension pending its final decision and may affirm, alter or rescind the order appealed against.

(8) The Corporation, before making or amending a regulation that affects private stations, shall give notice of such intention in the *Canada Gazette* and shall give private stations a reasonable opportunity to be heard before such regulation or amendment comes into operation."

Mr. Boisvert, would you care to make your motion now?

Mr. BOISVERT: Yes. I move that paragraph 2 of section 7 of the bill be amended by adding at the 27th line after the words "three months" the following words: "but such orders shall not be effective until the expiration of 10 days after the making thereof".

Mr. CÔTÉ: Before it is proposed, what would happen during those 10 days if the private station should broadcast its own case to the public?

The CHAIRMAN: That is certainly a question which I could not answer.

Mr. CÔTÉ: I ask the question because I do not know. I presume it might never happen, but there is the possibility right there; and should there not be a proviso or a condition that, provided there should be an appeal, the procedure is to go to appeal, and the broadcaster or the private broadcaster on his own would go to the public and make out a case.

The CHAIRMAN: Might I point out, Mr. Côté, that the previous section—if you will read in the explanatory note—made no provision whatsoever for notice.

Mr. CÔTÉ: If Mr. Boisvert added to his amendment that "provided, in the meantime, the case is considered to be subjudice," then it might serve as a protection.

The CHAIRMAN: You will notice that we have departed from the previous section, and the new section, subparagraph (6) says: "after notice has been given to the licensee of the alleged violation or non-observance and an opportunity afforded to the licensee to be heard."

If we are going that far, there is going to be a certain time during which a station which has been notified of a violation, can, before appeal, continue to broadcast. And I do not think that you would call the extension proposed by Mr. Boisvert too serious in view of the words of subsection 6.

Hon. Mr. McCANN: Is it not all an interpretation of the statutes? Suppose an order is issued in Ottawa that the C.B.C. station or some other station such as CFRA had to close off the air. It would be a different case than if you gave an order to a Newfoundland station because they would not have an opportunity, perhaps for 10 days or two weeks, to make their appearance before the board or the officers of the board to show reason why their licence should not be cancelled. So we would have to depend on a reasonable interpretation by the board, or by the Department of Transport or whoever was handling these things, that there would be sufficient time given and an opportunity for them to make their objections.

Mr. FLEMING: Those words would apply to hearings before the Board of Governors.

Hon. Mr. McCANN: That is true.

Mr. FLEMING: Whereas Mr. Boisvert's amendment is directed to something quite different. The words which the minister refers to would not have any bearing on the point which Mr. Boisvert has raised. Might I ask Mr. Boisvert if he would not consider enlarging that time, let us say, to 15 days, because 10 days does not seem very much if somebody in the extremities of the country has to retain counsel in Ottawa and obtain a transcript of the proceedings, or get evidence to the Capital. Let us suppose it is in the summer time.

Mr. BOISVERT: I quite agree with you. We could just as well make it 15 days.

The CHAIRMAN: Shall we return after the division in the House?

Agreed.

The committee resumed at 4:55 o'clock p.m.

The CHAIRMAN: Gentlemen, I see a quorum.

When we rose we were discussing subsection 2 of section 7. Is there any further discussion?

Mr. FLEMING: I have an amendment which I propose to move with respect to subsection 7. Is it your intention to deal with the amendment moved by Mr. Boisvert first?

The CHAIRMAN: Shall we take section 6 first, Mr. Fleming?

It is moved by Mr. Boisvert that the proposed section 6 of clause 7 be amended by adding at the 27th line, after the word "months" the following words: "but such order shall not be effective until the expiration of 10 days after the making thereof".

Mr. FLEMING: Is Mr. Boisvert going to speak to that now, Mr. Chairman?

Mr. BOISVERT: No, I spoke to it earlier.

The CHAIRMAN: Those in favour of the amendment please raise their hands?

It appears to be unanimous. I declare the amendment carried.

Shall subsection 6 as amended carry?

Carried.

Subsection 7.

Mr. FLEMING: I have an amendment to that, Mr. Chairman.

The CHAIRMAN: Mr. Fleming moves that the subsection be amended by—

Mr. FLEMING: That paragraph 7 be stricken out and the following be substituted therefore.

The CHAIRMAN: —by striking out the subsection and that the following be substituted therefor:

7. Any person affected by an order, regulation or ruling of the Corporation may appeal therefrom to the Exchequer Court on any question of law or fact, and the Court may affirm, alter or rescind the order, regulation or ruling appealed from.

An order suspending the licence of a private station *shall* be automatically stayed upon the giving of notice of appeal and the operation of any other order, regulation or ruling *may* be stayed by the Court, pending its final decision.

Notice of appeal shall be given to the Chairman of the Corporation and a copy thereof filed with the Registrar of the Exchequer Court within twenty days thereafter, or within such further time as a judge of the Court may allow.

The notice of appeal shall set out the grounds of appeal, and together with the proceedings before the Corporation and such further or other evidence as the Court may permit shall form the record on the appeal.

Mr. FLEMING: Mr. Chairman, before you proceed to a vote there is one matter of evidence which I did not complete this morning. I wonder if Mr. Dunton can tell us now in how many cases before the board during the last two years a question of law was involved?

Mr. A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation, called:

The WITNESS: Mr. Chairman, from such a review of the records as we have been able to make this afternoon the indications are that there were four matters concerning regulations before the board in the last two years. I believe the committee should decide whether there were or could have been questions of law involved. One case was the proposal to the board to make a regulation

in effect condemning the playing of bingo by means of broadcasting. In that case we gave notice of our intention and our proposal in this connection, held hearings and passed the section which now appears in our regulations. It seems to me that a question of law could have been involved in that, or that there could have been an appeal if anybody felt the regulation was too strict. That is why I say there might have been a question of law involved. Another matter that came before the board although I think not actually from a particular station, was the form of a request from Premier Douglas of Saskatchewan relating to a series known as Fireside Chats. This was thought to involve an appeal for funds and would possibly be a breach of the regulations which prohibit appeals for funds except as approved by the corporation. The board reviewed this and decided that what it was in its opinion the proposed references in these Fireside Chats constituted an appeal for funds which could not be allowed.

Mr. MURRAY: Whom were those appeals made by?

The WITNESS: I do not think, Mr. Murray, that Premier Douglas who carried on this series of Fireside Chats had any particular political intent. As I understand the situation out there it did not relate to political things. As I remember it was a question of getting funds with which to continue these Fireside Chats, I think the mention was simply to the effect that these broadcasts were made possible by contributions from listeners. In our opinion that constituted an appeal for funds but not for the kind of purposes which we have allowed, not for charitable purposes or institutional purposes.

Then, in connection with our report of activities of stations—in March of 1951—when licenses came up for recommendation regarding renewal, it was drawn to our attention that certain stations appeared to have been using a greater amount of transcriptions in the evening than was intended. No action was taken except to draw this to the attention of the station and to suggest or urge that they conform to the regulations and watch their allowance more carefully.

Mr. MURRAY: You mean they were using too many gramaphone records?

The WITNESS: In the evening, yes.

Mr. FLEMING: And, the fourth?

The WITNESS: I am sorry. The fourth one was a question which is not quite under the definite regulations. It related to giving permission for certain broadcasts over a network in connection with a request for a subsidiary network from Alberta stations for a program in which they would have members of the legislature reporting on what had taken place in the legislature and commenting on it, giving commentaries of what had gone on each day in the Alberta legislature. On review the board decided not to allow it because all the participants in the program, all the commentators, would be from one political party, the government party, and in the opinion of the board that was not fair, under the principles of the white paper. That is not quite so strictly a matter of regulation as it is general powers over network operations.

Mr. FLEMING: Thank you, Mr. Dunton. Mr. Chairman, this information which Mr. Dunton has given also, I think, has a direct bearing on the question now before us. As subsection 7 is drawn it permits an appeal to the exchequer court only against an order and any questions of law arising out of the making of such order. It must be about a question of law. There can be no appeal to the exchequer court in this connection on anything other than a question of law. Mr. Dunton has indicated that at least there were four cases only during the last four years that could be said to have raised any question of law.

The WITNESS: May I correct that, Mr. Fleming? I am sorry if I gave you that impression. Those were the only four cases involving a matter of regulations which have been before the board at all in that period, and those were the only instances in which they dealt with matters of regulations.

Mr. FLEMING: And in those cases it may be doubtful if there were any questions of law raised. That may be a matter of regulation. Before making any decision on the point involved I think one would have to get out the record and see just what question was raised as to the extent of the powers vested in the board either under the Act or under existing regulations, to see whether there is some substantial question of interpretation involved there. But it would seem there were only four cases in two years that came under subsection 7 with respect to which there might have been an appeal to the exchequer court.

The CHAIRMAN: So, as a matter of record, there were only four cases which might be considered possibly to be in the appeal category?

The WITNESS: Those are the only four cases we had which dealt with the matter of regulations.

Mr. MURRAY: What were the points involved in the other cases?

The WITNESS: In the other cases relating to infringements of regulations the officials might have suggested or pointed out to a station that they thought they were breaking a regulation and in that case the first action of the station could be to appeal to the board. There is no record of any other cases which were given consideration by the board.

Q. Well, I do not quite follow what issue you are taking on what I was saying because what I was saying is that if subsection (7) had been in effect these last two years there are at most only four cases where an appeal might have been taken to the Exchequer Court from whatever decision was made by the board of governors in those cases and there might have been a question whether in those four cases there was a question of law raised within the meaning of that expression in subsection (7), which comes down to this that subsection (7) which has engaged our attention for some while is, as it stands, of practically no meaning or usefulness.

I should not think that if we legislated in the form of section (7) we are really giving anything at all because in the light of this information it is pretty meaningless.

Now, the Massey Commission at page 289 in recommendation (e) went even further and they said:

That persons engaged in radio broadcasting in Canada directly and adversely affected by a final decision of the board of governors of the Canadian Broadcasting Corporation on any matter in which this board has final authority be granted the right of appeal to a federal court against substantial miscarriage of justice.

Now, subsection (7) does not go nearly as far as the Massey Commission recommended. The Massey Commission has tied down the cases in which appeal might be taken to federal courts as they were recommending to cases in which a question of law is involved and this subsection narrows down very greatly what the Massey Commission recommended. It narrows it down to where it is of very little use to anybody because to my mind it might mean opening the door to one appeal and it might be months or a year if the average is to be maintained.

Now, Mr. Chairman, there is one other point which Mr. Dunton raised earlier which in fairness I think should be dealt with. He said if you launch an appeal to the Exchequer Court on broader grounds, that is to say, where a question of fact is involved, you are in fact substituting the court for the Canadian Broadcasting Corporation. Well, it is not a question of substitution;

it is a question of appeal. I would have thought that those who strongly support the present system of regulation and do not look with any favour on the proposal to have a separate regulatory body set up in Canada would welcome the idea of an appeal from decisions of the Canadian Broadcasting Corporation because it would be an answer to a number of arguments that are offered at the present time by way of criticism of the present set-up under which the Canadian Broadcasting Corporation is final judge and final authority in these matters.

Now, what could be the serious objection in allowing an appeal to a court? The court is going to have all the evidence before it. The case will be brought before the court in a regular manner and surely to goodness in a case of this kind there cannot be objection to taking an appeal to a court.

Now, this is not the only time that a question has arisen as to an appeal to a court from a decision of an administrative body set up under public authority. I have never heard any really effective argument yet against allowing an appeal in cases of this kind where no appeal exists at the present time. Now, that seems to me one of the great weaknesses in our present system of regulating radio broadcasting in Canada. However much respect we may have for the board of governors, the fact of the matter remains that the men in any board are not infallible; but at the present time there is no appeal to anybody from a decision and I think in all fairness that is a very serious gap in providing justice and fair treatment for those who may be infallible.

Now, Mr. Dunton may say that there is an exception there, that the persons aggrieved can come to the parliamentary committee. The parliamentary committee is concerned with questions of policy. We are concerned with questions of finance, we are concerned with questions of legislation. I do not think any parliamentary committee is ever going to get down to sit in judgment on particular cases; that is not our function and the parliamentary committee has averaged in recent years sitting about every second session. Now, that is not any effective appeal for anybody. Now, against that there is mention by Mr. Sedgwick in his argument that the whole future of individual stations is involved, it might be closed up, it might be completely destroyed by being closed up for a time.

Now, Mr. Boisvert's amendment which has been adopted will allow an extension of time for an appeal but only in cases where a question of law is involved and, as we have seen, there are so few of these that this bill has practically no value at all if confined in that way.

Now, the amendment I have introduced will give an opportunity for appeal to any person who is affected by an order, regulation or ruling of the corporation whether on a question of law or a question of fact and everyone knows that miscarriages of justice can arise just as often on mistakes on questions of fact as on questions of law.

Now, in putting this amendment forward, it is not put forward by way of criticism of the C.B.C. or the way in which the board of governors addressed themselves to their responsibilities. This is something which is a matter of principle, it is something which, at the present time, leaves a gap in the opportunities given people to carry their appeals to some tribunal where they may be governed by a body which is not already sitting in judgment on them.

Mr. LANGLOIS: Why do you extend your bill to "any person" instead of "the licensee" only?

Mr. FLEMING: Well, it may be a little difficult to say right now who might be affected apart from the licensees of the stations. It may be that some particular individual is pushed off the air by a decision; it might be an unusual case. I do not know. I cannot sit down at the moment and mark out a number of cases where persons other than licensees might be seriously

aggrieved by a decision or ruling of the board and who in all fairness ought to be given the right of appeal if they think they have not been fairly dealt with. I can think of cases. Take an individual who has been ruled off where he is giving a talk on the radio, a speech or even an entertainer depending upon it for his livelihood or something of that kind. It may be a political party for that matter which does not think it is getting fair treatment at the time.

Mr. MURRAY: Mr. Chairman, of those four cases that were quoted everybody would be thoroughly in agreement that they should be dealt with. Bingo—that is gambling, isn't it? You would not want to turn the C.B.C. over to a great bingo contest from coast to coast and Premier Douglas collecting money over the radio, that sounds just a little bit like using the radio for political purposes possibly.

The CHAIRMAN: As Mr. Fleming said, Mr. Murray, it would be very difficult for any lawyer to say whether those cases were cases of fact, cases of law or cases of combined fact and law without getting the record out and reading it pretty carefully.

By Mr. Murray:

Q. Well, anyway, those stations were suspended were they, Mr. Dunton? Were the stations suspended?—A. No, the corporation has not so far suspended any station.

Q. Well, this deals with the suspension of the licensee?—A. Could I say a word in clarification? It is not my intention to argue with Mr. Fleming.

By Mr. Fleming:

Q. As far as I am concerned, Mr. Dunton, you can argue. If we want this done properly let us hear all opinions?—A. My function is not to argue with members of parliament. However, I would like to say how regulating works in a broad sense. It seems to be taken that we have the most amazing functions, that we can issue orders to do this and that and order people off the air and on the air and tell stations exactly what we will do. That is not so. Our powers are defined in the Canadian Broadcasting Act. It is suggested they be made a little more specific now but they are laid down and we cannot go beyond those powers; and the chief power in this field is to make regulations regarding the character of programs on all stations. That is what our duty is. We make regulations by law after having been made responsible for using it, and all we can do is to see that they are carried out. We cannot go to a station and say: "Put that thing off the air". We will go to the station and in a friendly way point out to them that in our opinion what they are doing is violating that regulation, but the regulations are public and they are known to parliamentary committees and to the public. Then, if someone will say "You are interpreting that regulation wrong if you are saying I am violating it" then, the way is open for appeal against any serious miscarriage of justice, any serious step like the suspension of a licensee.

By Mr. Fleming:

Q. It does not follow in that case automatically, Mr. Dunton, that a question of law is involved.—A. But surely the regulation is here and surely the only real question that can arise is whether a certain thing is violation of the regulation or not. Is that not a question of law? Is there not protection for the station in being able to go to the court? They can see in effect what he was doing, which on the facts can be pretty clearly established, whether he was violating a regulation or not.

By the Chairman:

Q. And the further point arises of whether you had power to make the regulation?—A. Yes.

By Mr. Fleming:

Q. There can be many, many situations in which there are straight questions of fact involved. The findings on the facts may be open to challenge if a rate of appeal existed but there is no rate of appeal today. The C.B.C. board of governors' findings on facts under this section would be final. Now, we do not even accord that power to a court of justice. There are rights of appeal to tribunals in most cases from findings even of that kind.—A. I do not know much about the law. I gather in most cases of appeal that they are appeals on law and that is a pretty good protection because lawyers can argue about what is law and what is not.

The CHAIRMAN: Did you finish your discussion on your amendment?

Mr. FLEMING: Yes.

The CHAIRMAN: Any further discussion?

Mr. BOISVERT: If it is needed—and I think it is needed more than anything else—to maintain the integrity and effectiveness of the board of governors, I think that your amendment will destroy either the integrity or the effectiveness of the board and I think that we are departing in adopting such an amendment—we shall depart in adopting such an amendment from the general principle of law when a superior court does not intervene in matters of fact. Take, for instance, in municipal corporations, and I take it as our law in the province of Quebec, we have no appeal from a decision of a municipal corporation except if there is a substantial miscarriage of justice and I mean that we are entitled to an appeal only on the question of law, not on a question of fact because a municipal corporation has a discretionary power to deal with the administration of the corporation and of the municipality and I think that it is my humble opinion that if we adopt your amendment we are going to destroy there that general principle of law that the superior court justices in our country do not intervene on a question of fact. So, we have to say to the Supreme Court of Canada or to the Exchequer Court of Canada or to the appeal court of the province of Quebec or to the Superior Court of the province of Quebec that in law we have justification for an appeal and so I am opposing the amendment on that very question that we are departing from a general principle of law that appeals should be granted only on questions of law.

Take in our Criminal Code, there is not an appeal on the question of fact. We have to show to the court of appeal that the judge has made an error on the facts, that he has represented to the board of jury some facts which were not in accordance with the evidence which is a question of law. If we are enlarging too much the right of appeal to the Exchequer Court on questions of fact it means that the discretionary power of the board which is, I think, a semi-judicial body will not mean anything.

The CHAIRMAN: Any further discussion?

Mr. RICHARD: We are going far enough now. We believe in the C.B.C. being what it is supposed to be. It is a board of governors and is not what some people have been saying in some of these meetings—it is not prejudice one way or another.

The C.B.C. Board of Governors are independent from any individual and they have no personal interest or private interest. They are supposed to be the best men to judge how the regulations should be applied, and I mean the regulations which are drawn from the Canadian Broadcasting Act. Now, even this leave to appeal, if a licence has been suspended or abolished, might hinge

on a question of fact. It might be abolished for a breach of the regulations, but to go further than that is to create an external body which some people think should exist outside of the Board of Governors. But as long as we believe in the principle of the Canadian Broadcasting Act, I think that is as far as we should go in extending appeals from the Board of Governors.

Mr. CÔTÉ: Is there any possibility of cancelling the licence outside of the regulations? In other words, do you have the power to cancel a licence for any breach of the regulations?

The WITNESS: The only real sanction we have against a station is in the section of the Act which gives us the power to suspend a licence for a period of up to three months. We have no power to cancel the licence of a station.

* Mr. CÔTÉ: It will always be a question of law.

The WITNESS: It would seem to me that it would.

The CHAIRMAN: Is there any further discussions

Mr. MacLEAN: I am not a lawyer but I think there are differences in these amendments. The amendment specifies any person affected by the order whereas in the original, it is only the licensee. In your opinion, would it be conceivable that if a licence was cancelled there would be other people besides the licensee who might be aggrieved to a greater extent than the licensee? Is it necessary to have some other recourse to justice for any other than the licensee?

The WITNESS: It seems to me that in a case of suspension the licensee is by far the person most affected.

Mr. MURRAY: Would not his customers be badly affected?

The WITNESS: There might be others who had an interest in it, but it would seem to me that he who would have the prime interest, and naturally so, of carrying on the fight.

Mr. FLEMING: But suppose he decides not to do so. Have other people any rights?

The CHAIRMAN: What other people?

Mr. FLEMING: The people who were just mentioned, such as the sponsor of the program?

Mr. MURRAY: For instance, consider the man who was making money out of the bingo game; he would be more interested in the fight, would he not, than the station would be, because of his element of profit.

The CHAIRMAN: Is there any further discussions?

Mr. FLEMING: I want to say one more word in respect to the contention of Mr. Boisvert about extending this bill. I am sorry that I did not agree with most of what he has said, because I have a very high respect for his arguments on legal questions. But in my opinion an appeal from a municipal council is not like this at all. A municipal council is an elected body and surely we are not going to talk about appeals from an elected body and appeals from a government appointed body in the same light. There are questions coming up every day in the case of appeals involving questions of fact, and as to how much weight they attach to the evidence. It all rests on questions of fact and the court has to test its conclusions in the light of the findings of fact as made by the court from which the appeal is taken. It comes down to this: that we need not pride ourselves on doing very much in the way of carrying out the recommendations of the Massey Commission or in doing anything very effective if we legislate for an appeal on questions of law. And as to this argument that we are tearing the whole system apart, if

you accept the idea that a government board, because it is a government board, is infallible, then I am wasting the time of the committee in suggesting that there should be an appeal. Because, if they are infallible, that should be the end of it. But no court is regarded as being so infallible that there should be no appeal from it. There are appeals provided for in practically all cases from decisions of a court and I cannot see any reason why we should not extend a similar right to those who may be affected perhaps even more grievously by a decision made by the Board of Governors.

The CHAIRMAN: Would you suggest that paragraph 7 is of no use whatsoever? Do you want us to scrap the whole business and go back to the previous section?

Mr. FLEMING: No, I am not asking you to scrap it. But I do say that if, within two years, the C.B.C. has had before it only four cases which, by any stretch of the imagination, come even within this Act, and it is not clear that even those four came within it, I say there is very little in relation to the amendment or rather in relation to the Massey Commission upon which we could make a recommendation. There was no limit to the questions of law and the appeals recommended by the Massey Commission.

Mr. CÔTÉ: The expression used in the Massey Commission report is "a substantial miscarriage of justice".

Mr. FLEMING: Worse miscarriages of justice can exist on errors in findings of fact.

The WITNESS: To keep the record straight, I would like to emphasize once more that these are all the instances we found. And I think the list which I gave you is an indication of how little our regulatory or punishing power has been applied.

Mr. FLEMING: That is a fair conclusion; but the conclusion which I draw with respect to this proposed legislation is equally fair. You are dealing with another point which is of general interest, but which does not relate particularly to this section.

The WITNESS: I think you are drawing from what I said a suggestion that there were only some cases which could involve law; but you could draw a conclusion that there have been very few cases.

Mr. FLEMING: All right; and you think there should be less objection to allowing an appeal on a question of fact?

Mr. CÔTÉ: Might I ask about the cases which were reported to this committee? Were they brought to the Board of Governors because the men interested were breaking or violating the regulations?

The WITNESS: One of the cases was a case of non-compliance with the hours for use of transcriptions.

Mr. CÔTÉ: You mean a violation of the regulations?

The WITNESS: Yes.

Mr. CÔTÉ: And what about the other three cases?

The WITNESS: Another one was a question of whether we should allow a specific hook-up; another was referred to us for a ruling as to whether a certain thing was or was not covered by a regulation; and still another was a question concerning the putting in of a new regulation.

Mr. LANGLOIS: Was the power to suspend a decision of the C.B.C. involved in those four cases?

The WITNESS: The bingo case was purely an action of the board after hearing various people, private stations and others. The Premier Douglas matter came directly to the board, I think. The question of a subsidiary hook-

up I think, if I remember correctly, came from our regulations division who wanted to get a definite opinion on it. They usually refer such things to the board; and the other question was whether a station was observing the transcription regulations. It was drawn to our attention by the regulations division. The station in question suffered no penalty. It was drawn to their attention that they were exceeding their limits, but there would be no great miscarriage of justice.

Mr. LANGLOIS: Is it the custom of your commission to refer to the board any action taken? There was some discussion about one or two decisions. Would you automatically send them to the board for revision without an appeal being launched by the station concerned?

The WITNESS: You mean the regulation division or something I was personally consulted on?

Mr. LANGLOIS: No, any decision of your commission which is being criticized by a person or persons affected; does your commission automatically ask the board to review the decision or look into the matter?

The WITNESS: Which commission?

Mr. LANGLOIS: I mean the C.B.C. or the regulating body, or the section which makes the recommendations and rulings, and claims that a station has violated a ruling, and you would hear from the station and the station is not satisfied.

The WITNESS: If the station is not satisfied and does not accept it, it would be referred to us.

Mr. LANGLOIS: Automatically? That is what I wanted to know.

The WITNESS: Yes. If the station is questioning an opinion of the regulations division, it is automatically referred to the board.

Mr. MUTCH: Question!

The CHAIRMAN: Gentlemen, you have heard the amendment proposed by Mr. Fleming. All those in favour will kindly indicate by raising their hands? Those opposed to the amendment?

I declare the amendment to be lost.

We are now on subparagraph 7 of section 7; does the subparagraph carry?

Carried.

Does subparagraph 8 carry?

Carried.

Does section 7 carry?

Carried.

Now we have carried all the sections, but we had reverted to section 6 at the request of Mr. Fleming. Have you any further questions?

Mr. Fleming:

Q. Yes. Just before the noon adjournment you recalled the capital projects being considered by the C.B.C. and you had previously outlined the increase contemplated in the current expenditures. There are two of those in particular about which I would like to ask you for further information. One you mentioned, I think it was the sixth, was an expenditure of \$200,000 a year on what you particularly called public relations. Just what type of expenditure do you contemplate making under that heading?—A. I mentioned it under the term "information" and that is what we would like to do to increase the general flow of information about the C.B.C. going to the public. Before the Massey Commission a number of witnesses criticized the lack of information

about our activities. The commission itself was quite sharp in criticizing us for not letting people know anything about what we do. We would like particularly to have better means of informing the listeners about the programs and the program service. We are trying to do it through various publications such as the C.B.C. Times, and the program schedules that go out. We would like both to improve those publications as well as to try to improve the distribution of them.

They are paid for by the subsidies. Then, like any other organization, we use the more general methods of publicity in the way of display, showing what the C.B.C. does at various public events; and I think we should do some more publicity about programs on our own air and probably in some cases perhaps a very limited amount of advertising about programs; but that necessarily would be very restrictive. That, I think covers the chief things. There is no great campaign in one direction of any kind, just trying to improve the flow of information through the various channels we have now.

Q. Are you in a position to supply the committee with a breakdown on that?—A. No, we can't, because the proposals that we have under consideration involve a good deal more money; it will be a question of cutting down and trying to do something that is within our limit.

Q. May I ask you in relation to the figure indicated in this item as a budget increase on current expenditure, have you any divisions any more definite than that contained in the outline you gave us this morning by way of capital program?—A. No, because as I explained, any new development that comes up has to be very carefully studied. You see, for instance, I have mentioned increased program expenditure. There has been no detailed development of that, but the program department will work over detailed plans covering those expenditures along the lines recommended by the Massey commission covering the better use of talent in general, the greater use of Canadian shows with which we are having difficulty because of the low payments we have been making, and more detailed plans for improving and increasing originations in other regions of the country. This is the sort of thing that simply cannot be planned rigidly, laid down ahead of time. We can say that it would be advantageous to originate more programs from Winnipeg or Vancouver and carry them over the network. Doing that would depend on what the program department can do by way of programs under this plan. In broadcasting you simply cannot operate profitably by laying down rigid lines and saying what you would build up exactly.

Q. The next item has to do with this reserve of \$100,000. How do you propose to expend that?

By Mr. MacLean:

Q. If I just might ask a question on publicity. When you mentioned advertising programs you referred, I suppose, to non-commercial programs carried by the C.B.C.?—A. Mostly non-commercial programs on the C.B.C., but I think some of it might relate to new commercial programs.

Q. So you would be subsidizing them through C.B.C. advertising to a certain extent; I mean, the private stations who are competing for that same business. They would not have the same benefit?—A. They might applaud them if we advertised, gave publicity to a commercial program on a dominion network, that is a very great advantage to the private station on the dominion network. But some of the member stations on the network have suggested that we do more publicity for the service on their network.

Q. Yes, but I was thinking of the advertising you carried on individual stations apart from that.—A. You mean on C.B.C. stations?

Q. No, on private broadcasting stations.—A. Then you get into a difficult position if you say we should not do anything to publicize network programs

which are to be carried by private stations just because some stations would not be carrying them. You see, the C.B.C. must tell people something of what is going on on the network and that would be a benefit to all stations on the network.

Q. I was thinking of it from the point of view of the principal commercial standard programs, that as much publicity as possible should be given to cultural programs, shall we say; that in that case you are advertising as widely as possible what is going on; on the other hand, for instance, soap operas might be a different matter. I am just seeking information, I am not trying to criticize. But suppose you do give publicity, advertise the fact that you are carrying these soap operas on certain channels of the C.B.C., you are in effect then, subsidizing the advertiser.—A. I don't know; there is no suggestion of that. What I said was that it was possible in some cases that certain commercial programs would benefit. I think it is unfair to say that we would be criticized by sponsors for saying that certain programs would be carried on the national service. As a matter of fact, we do not give them the same promotion help as I think we should. I do not think we should have anything to say against the well known commercial programs, especially the better ones.

Q. No, I didn't mean that. I am presuming that the accent would be on the advertising of the cultural program. There again there would be wider listener interest, however.

By Mr. Murray:

Q. May I ask if some of this money will be spent on overseas broadcasts to countries in Europe and so forth?—A. This is entirely for the national service, Mr. Murray.

Q. I am speaking apart from the publicity. Is some of the money which is to be paid going to be used for overseas broadcasts?—A. That is an entirely separate estimate which comes before the House each year, and that is up to parliament.

Q. Then it would not be correct to discuss that under this?—A. That is entirely separate.

By Mr. Fleming:

Q. Now, Mr. Dunton, may I ask you about this \$100,000 reserve?—A. Yes.

Q. What are we doing at the present time in the way of expenditure on listener research?—A. What we are doing at the present time is to subscribe to the same regular research service which other broadcasters subscribe to, and we have added to that a service of our own which is very useful. I might explain that in this way. In the B.B.C. they have a very effective listener survey section which gives them very good information about listener reaction to their programs throughout the country, both as to the number of people who listen to the different programs and also as to the qualitative response to programs. We think our service would be improved by some similar work, but I do not think we could afford anything like the organization the B.B.C. people have. What we would like to do is to have a small section of people explore these things and act as a guide to plan the work in this field, and get private field organizations to do whatever surveys might be considered desirable. At the present time the survey services provides us with no reports on qualitative responses.

Q. Do you use that private firm of specialists in listening research? I refer to Elliott Haynes Limited, who are specialists in that field in making surveys. Do you use them at all?—A. We have their services, their ratings, but we do not pay any money for their studies on what things people think should be operated by the government.

Q. How much do you spend at the present time for what might be called listener research?—A. \$20,000 a year, approximately.

Q. And that is to be increased to \$100,000?—A. Yes.

Q. Now, in general. We are now in the month of December and there are less than four months of the present fiscal year, and the figures you gave this morning, aggregating \$5,750,000 were for the full year?—A. Yes.

Q. For the 12 month period?—A. May I explain that? The figures that I gave for increases to date were increases in annual commitments. It started out in a modest way and according to our present surveys, our present standards, they will continue to grow next year and the year after. And that is part of our problem, to make sure we are able to meet those accruing costs and do not take on too many new commitments. That is the way it looks now, as if we should not take on added commitments of the size which I outlined this morning.

Q. Am I to take it that out of this first year you are carrying on operations at a rate which will use up on publicity this entire amount for the full 12 months of this year, this \$2,800,000?—A. Yes.

Q. But these other items of increased current expenditure have not yet begun?—A. No.

Q. So that if the bill were passed tonight you would have four months of this fiscal year to work on?—A. Yes, but we would not rush to spend it all. If we were sure of getting this, we would give instructions to our programming people to start planning their programs. We would be under orders almost immediately to start dropping contracts for the local business on stations where there are private stations in the area, and begin to put into effect the various suggestions made by the commission which I have outlined.

Q. Under section 6 of this bill you would be given \$4,750,000 for the present fiscal year ending March 31, 1952. How much of that will you spend, or is it likely you will spend, up to March 31, 1952?—A. You mean to say how we will use the \$6,250,000. We expect in the first place to have a deficit of about \$2,800,000 odd; then there is the loan of \$650,000. I think it would be good business practice to start making some payment on capital loans amounting to \$3,250,000 which we incurred mostly two or three years ago and on which we have not yet made any capital payments. We think, for instance, that it would be wise to start out by putting \$300,000 of this surplus into capital repayment. Then there is the commitment we have to make almost immediately in Winnipeg of about a million dollars, probably over that.

Q. I did not intend to go into detail on this question. I was just wondering how much of it you were going to have to spend up to March 31, 1952. Have you any ideas on that?—A. I was going to say that at the end of the year we should have about \$1,400,000 left with which to replenish our working capital, to put against depreciation, and to start building up other capital funds and as a further reserve for the lean years in the latter part of the five year period.

Q. Among these 9 items of proposed increases in current expenditure are there any priorities, or could you indicate to us any order of priority with respect to them?—A. They are indicated there pretty much in the order of priority; improved coverage, including the French station in the maritimes; improvement in programs—that indicates about the priority in which they would be taken up.

Q. What about your capital program, what is your priority for that?—A. The most urgent need there is Winnipeg because, as I have mentioned to you here, we have had leased space in the Manitoba Telephone Company quarters ever since the former commission started. We now have notice to get out of there in 1953 and we have to make a start on making arrangements for proper accommodation and facilities in Winnipeg.

Q. What part of this fund if any will be allocated to television activities?
—A. Television, as to finance, will be entirely separate, as recommended by the Massey commission, and in accordance with the wish of the parliamentary committee.

Q. Oh, yes, you put that separate last year. That was the first time, and you have kept it separate. What I am asking you now is what amount, if any, in this is to be devoted to the development of television? Is any of it for that purpose?—A. No, it is entirely for sound broadcasts.

Q. What about the proposed expenditure on developing television? Are you going to be able to work out the proportion you will have available for that?—A. You mean, over the period. As you remember, we have had two loans, one of \$4·5 million and that has been applied mainly in the development of facilities at Montreal and Toronto. In the first stage of the development we will need further financing, particularly immediately after we get on the air, during the initial period of being on the air.

Q. You are not in a position, I suppose, to indicate how much of this \$6 million is going to be needed?—A. It depends so much on when we get on the air; we shall need more shortly after that.

Mr. FLEMING: I suppose, Mr. Chairman, we will come back to this later on on the report. This does not relate to section 6.

The CHAIRMAN: Yes.

By Mr. Fleming:

Q. Mr. Dunton, just one or two more questions. First of all on this matter of the parliamentary grant; have the board of governors any views on the question of whether they prefer to have their revenue by way of licences or by way of parliamentary grant?—A. I think our views on that would be best expressed in the brief to the Massey commission, and which I think went to the previous parliamentary committee. We indicated that there was a rising cost in many things. We did not know what to do—nor were we certain as to the amount we thought might be needed to cover this. We feel that it is not our business to say how the national system should be financed. That is the business of parliament. The only revenue from public sources which we have known was the licence fee, and, as we said, a doubling of the licence fee would be needed to meet the increasing requirements.

Q. These licence fees come to you from the government exchequer do they not; they are not paid directly to the C.B.C.?—A. I know, but there is a very important principle involved, that they come by law, that they cannot be interfered with by executive government.

Q. Parliament could change that.—A. Parliament can, but the executive government cannot. I would say this particular board of governors feels very strongly that whatever system is adopted should be one in which there is no possibility of government interference, which might be open to partisan or political influence. We make no aspersion on this government at all, but we regard it as a very important matter; the principle of autonomy, and independence of the corporation being as thoroughly safeguarded as possible.

Q. But the licence fee you receive at the present time, which last year gave you over \$5,500,000, came to you not directly from the licence fees, but from the Department of Transport?—A. Yes, but the important thing is that the Department of Transport cannot hold them up.

Q. That may be, I am not arguing that point. That is a matter of parliamentary control. At the present time you are getting this money by way of licence fees from the government, through the government?—A. Yes.

Q. And you do not get it from the licensee—you get it through the government, so it does not make any difference to you whether you get it by way of a parliamentary grant or from licence fee?—A. You have a grant in the form of licence fee.

Q. Parliament provided the means by which you get the money and you get it through the government.—A. That makes no difference to us.

Q. Then, what about the revenue from commercial broadcasting which you get; this parliamentary grant contemplated by clause 6?—A. It will be reduced first because we will drop local commercial business such as it is in the areas where there are a number of private stations and then we shall start to be more selective in the network commercial programs we take and so the total commercial revenue will tend to drop.

By Mr. Fleming:

Q. Well, are you undertaking as a matter of policy if you get this government grant to reduce the commercial content of the broadcasting in relation with the recommendations of the Massey Commission?—A. We undertake to reduce the commercial content, yes.

Q. Because their recommendation on parliamentary grants was, and a definite contingent was, a reduction in commercial broadcasting and a reduction in your commercial broadcasting revenue?—A. Well, we are planning to reduce the commercial programs, and, therefore, the revenue.

By Mr. Langlois:

Q. Could we assume that what you are losing on the commercial broadcasting will go to profit private stations?—A. That is possible and probably a very good answer. I might say there are so many things—for instance, we plan to reduce by putting some limitation on the commercial programs and their quality. But if we start a second French network we might get some revenue coming the other way. I do not think that it will in any way balance out, but there may be some pick-up. It is the intention of the board to cut out the local commercial programs on the stations where there are private stations, and put in more selection on our networks.

Q. Are you not afraid of losing some of your public?—A. It might happen.

The CHAIRMAN: Does that finish the questioning?

Does Section 8 carry?

Carried.

Mr. FLEMING: I just want to say on Section 8 and I want to repeat what I said in the House. It is that I think that parliament should keep in the closest possible contact with the C.B.C. I think the grant to the C.B.C. should proceed on an annual basis. I think that the licence fee should be abolished and the C.B.C. should be provided for on a parliamentary basis. I can see the argument that has been put up that the C.B.C. wants to know in advance in laying out its program for the future. I think parliament can be trusted and this committee can be trusted by the C.B.C. to take that fact into consideration year by year in the grants.

I think the way that section is set up is in a way that is unsound. I think it is something that ought to be a parliamentary grant every year providing fully for the needs of the C.B.C., abolishing the licence fee and putting an item in each year that parliament can deal with each year in the same way as we do for other enterprises under government responsibility.

The CHAIRMAN: Does the preamble carry?

Carried.

Does the title carry?

Carried.

Shall we report the bill?

Carried.

Mr. HANSELL: Mr. Chairman, I suppose it is six o'clock and we might be closing soon. There were some returns to be brought down, I believe—

The CHAIRMAN: We are not through with the committee, Mr. Hansell. You remember we deferred our consideration of the annual report and are to come back to it.

Mr. HANSELL: I would like an additional return and I am afraid if we leave it too long we might not get it in time.

Mr. STICK: What kind of return?

Mr. HANSELL: I would like a return showing the amounts paid in each of the years 1949 and 1950 to all correspondents, newsmen and commentators.

The WITNESS: Is that individually by name?

Mr. HANSELL: Yes.

The WITNESS: I would ask, Mr. Chairman, that we be not asked to do this. I think it has been accepted by other parliamentary committees on the C.B.C. that they should not be asked to make public payments of money to people. Committees ask us to operate efficiently, and close to the methods of a private body. I do not see how we can be expected to do that if it should be publicly known what payments we make to various individuals for services.

The CHAIRMAN: Mr. Hansell, my recollection is—and I am sure you were sitting on the same committee—that when that question was dealt with by at least several other committees a fairly good argument was advanced against the divulging of that particular type of information and that the previous committee agreed with that view.

Mr. HANSELL: I was hoping that perhaps we might have made progress over the years and might now change our minds.

Mr. MURRAY: Well then, you should give the title of each article if you are getting a list.

Mr. HANSELL: I would also like the number of times that each person spoke. Now, this matter is one which I think is of very great importance. Whether we will be dealing with it when we make our report or not I do not know. I am going to propose that we do, but I do not believe we can do so adequately without having that information. Now, if the committee objects to it, and certainly Mr. Dunton does, I would be willing to go this far and ask for a return to be made to the secretary of the committee.

Mr. MURRAY: To be made privately, you mean?

Mr. HANSELL: Yes, and not printed in the evidence.

The CHAIRMAN: Filed, you mean?

Mr. HANSELL: Yes, filed with the Clerk of the Committee for our use.

The CHAIRMAN: Would not that have the same objection as has been mentioned at previous committees?

Mr. RICHARD: Would you have any objection to their mentioning the top price paid for a commentator as well as the average price?

The WITNESS: No, we would be glad to give the range of payments. Certainly we have no objection to giving the names of the people who have been on the programs, the number of times, and that sort of thing. That is public knowledge.

Mr. STICK: I do not think you should give the names of the people and the contracts you have entered into with them and how much you pay them.

Mr. RICHARD: And the number of times.

Mr. HANSELL: I can understand how there may be some objection.

Mr. MURRAY: Why do you ask for this, Mr. Hansell? I do not wish to be personal, but I take it that you want to check up the popularity or the value of the corporation?

Mr. HANSELL: No. I want the information because I believe you can deal with the whole subject of commentators and talks only if we have that information. We can play around with it if we want to, but to me the information would be necessary.

The CHAIRMAN: I wonder. You know quite well the argument against divulging that type of information.

Mr. HANSELL: Quite well!

The CHAIRMAN: I wonder if, in order to assist the committee, you could not reframe your question in a way which would resolve those troubles?

Mr. HANSELL: Is the committee opposed to its being given privately to the secretary?

The CHAIRMAN: Do you wish me to put that as a question?

Mr. HANSELL: I would like to have a show of hands.

Mr. STICK: You want this information to be given privately? Is it to be treated confidentially?

Mr. HANSELL: Among the committee, yes, but not to be printed. I would like it to be open. Nevertheless, if the committee objects, I would be willing to reword my motion.

Mr. LANGLOIS: Once you have that information, are you going to ask Mr. Dunton questions about it? If you did, it would get into print just the same.

Mr. HANSELL: No. I have it in mind that it would be useful for us to have it in making up our report, which I fancy would be done in camera.

The CHAIRMAN: Would it be your wish that that information should only be produced in camera at the time of making our report?

Mr. HANSELL: I would like to have it myself.

Mr. FLEMING: Could we have it produced for our executive meeting and the committee will have to decide, having received the information, whether it is of a type which should be made public or not. But it is pretty hard, operating at this moment, to say whether or not it is of a type which should or should not be made public unless we actually see it in camera.

Mr. MURRAY: It would be a very long list, would it not?

The WITNESS: I am afraid I am not quite certain. It would be a list of all—

The CHAIRMAN: Would you mind repeating your original question, Mr. Hansell?

Mr. HANSELL: I have it written out here but perhaps this will not elucidate it very much more:

To each and all amounts paid in those years to each and all correspondents, newsmen, and commentators used by the C.B.C. on their networks or stations, both inside Canada and on the international service.

The CHAIRMAN: In what years?

Mr. HANSELL: 1949 and 1950. I fancy those are the two years last available.

Mr. FLEMING: 1951 is available as well.

Mr. MURRAY: That would involve travelling expenses, such as steamship tickets and cable costs, would it not?

Mr. HANSELL: I am not fussy about the steamship tickets.

Mr. RICHARD: I would be satisfied if we had a range of prices for individual broadcasts such as that language series. I think that would give us a good idea, as a committee, of what has been paid; and then the total amount paid in 1949-1950.

Mr. MUTCH: That is a matter of business administration. We are concerned with sounds and the result that we get from them. To ask for information of that kind it seems to me is reaching a long way into what is the administration of the corporation itself. Either it is a separate corporation or it is not.

Mr. RICHARD: That is why I limited myself to the range of the totals.

Mr. MUTCH: We are concerned with the policy and the end result, not so much with the details of how they get it. I do not think it would be very hard for me to vote on it.

The WITNESS: I would like to explain, Mr. Chairman, that it would be quite a difficult thing to sort out from payments who were newsmen and who were commentators and so on.

Mr. HANSELL: You should know those who talk over the air.

Mr. STICK: Could you give us the names of the newsmen?

The CHAIRMAN: Are you pressing your point, Mr. Hansell? Do you want an expression of opinion from the committee?

Mr. HANSELL: I think I know what the opinion of the committee is.

The CHAIRMAN: Could we go back to Mr. Richard's alternative suggestion and get as full information as we can along these lines?

Mr. HANSELL: May I put it this way then; I think I know what the opinion of the committee is. I may have to make certain concessions.

Mr. STICK: Test the committee and find out.

Mr. FLEMING: May I suggest that you rule that the information be made available to the committee sitting in camera and the committee could then decide when it is before them whether it is of a type that may be prejudicial to the C.B.C.

Mr. STICK: Yes, we might do that.

Mr. MURRAY: What you want is a list of persons who prepare scripts, who are generally paid for writing certain scripts and continuities. For instance, one man might prepare a news item or a commentary and another man might deliver it. It would be inconvenient, possibly, for the other man to appear on the air. It is an endless sort of thing which involves a great deal of research I would say.

Mr. MUTCH: If we do make the information public I think that some people who are getting along fairly reasonably will probably have either to receive a raise or possibly they may get an invitation to appear in a more lucrative field. I cannot see any good purpose to be gained by advertising companies or persons either individually or as a craft. I have no hesitation in declaring myself as being against the motion. The only thing that will be gained out of this information is to find out how much money the individual is earning. It is just another way of finding out who the large salaried people are in these various groups. Whatever form it is put in by anybody, I am against it.

The CHAIRMAN: I am entirely in the hands of the committee. If Mr. Hansell wishes to make a motion for the return we can ask the committee to decide.

Mr. HANSELL: I would like to make a motion, and if I don't get it passed I will want to make a second motion.

Mr. STICK: Make your motion.

Mr. HANSELL: I will make a motion that we ask for a return showing the amounts paid in each of the years 1940 and 1950, to each and all correspondents, newsmen and commentators—now, these terms are general terms that are used—those who prepare and deliver talks and commentaries on the news.

The CHAIRMAN: Gentlemen, you have heard the motion—

Mr. HANSELL: I will go this far and say—

The CHAIRMAN: That does not complete the motion?

Mr. HANSELL: I will go this far and say; the number of times each spoke and that the same be given to the clerk for the use of the committee, not for publication.

Mr. MUNCH: That is more modest than you were at the beginning. You began by saying commentators and newscasters. And now we have a further category on top of that; would you include political speeches? And, have you other comments of that kind?

Mr. MURRAY: It does not include any M.P.'s, does it, Mr. Hansell?

Mr. HANSELL: I mean the man who prepares the talk. Then if it is given to a man with a nice soft voice and he puts it over the air. I am not concerned about the voice.

The CHAIRMAN: Is there any further discussion on the motion?

Those in favour? Those opposed?

I declare the motion lost.

Mr. HANSELL: Then I move that we ask for a return giving us the names of the correspondents, the newsmen, the commentators, the number of times they talked, and the range of fees paid?

The CHAIRMAN: You have heard the motion. All those in favour will please raise their hands. Those opposed?

I declare the motion carried.

Mr. STICK: I would like to go on record as being against the motion, Mr. Chairman.

The CHAIRMAN: You cannot go on record, Mr. Stick, unless you call for a recorded vote.

Mr. MURRAY: I think that the vote ought to be taken again.

The CHAIRMAN: No, the vote has been taken.

Mr. FLEMING: What about this letter from Mr. Sedgwick?

The CHAIRMAN: It was distributed this morning.

Mr. FLEMING: Was it not to be made a part of our day's proceedings?

The CHAIRMAN: It is already in the record.

Mr. STICK: Can we not have a recorded vote on that last one?

The CHAIRMAN: I am afraid not, Mr. Stick. According to the rules, in order to have a recorded vote you must ask for it before it is taken. Would it be agreeable to you if we did not meet tomorrow but met on Thursday? Perhaps you might leave it to the call of the chair as to time. I would consult with the other committees and try the best I can to avoid duplication.

There is one other matter. This morning I was asked about the report. There is a matter which was brought up by Messrs. Langlois, Fleming and others with regard to the fact that the explanatory note to section 8 did not contain a reference to the fact that it would be re-enacted in another Act.

I was in some difficulty as to how that could be done. I understand there are some difficulties. I have obtained the transcript of the evidence, and I must admit that I am still in difficulty. I wonder if we might leave that until another meeting, because it is so late now?

Mr. FLEMING: You are not going to report the bill without settling that question?

The CHAIRMAN: I would like to report the bill.

Mr. FLEMING: I thought that was going to be a part of our report to the House when we are reporting the bill.

The CHAIRMAN: Perhaps Dr. Ollivier might advise the committee as to some of the difficulties in the way of a report of that kind.

Mr. FLEMING: You are pressing to report the bill in its present form?

The CHAIRMAN: I would like to report the bill, yes.

Mr. FLEMING: I thought this was to be part of our report to the House.

The CHAIRMAN: I thought we might report the bill now.

Mr. MURRAY: Sure, you can report it.

The CHAIRMAN: Perhaps Dr. Ollivier could advise the committee as to some of the difficulties in the way of a report of that kind.

Dr. OLLIVIER: What is the question, Mr. Chairman; is it on the explanatory note?

The CHAIRMAN: Yes.

Dr. OLLIVIER: Well, Mr. Chairman, as to the explanatory note, I do not think it should be mentioned in the report. There is no rule which says an explanatory note should be reported. Where an explanatory note is insufficient or inadequate it is usually left to the sponsor or the drafter of the bill to explain it. Now, it is a question of policy in your recommendation. If you recommend in view of the proceedings with respect to section 23 of this Act that the section should be put into another Act, namely into the Radio Act, you could do that; and you could go further, you could say you want it in the Radio Act—which, I suppose, would be in the corresponding section in the Radio Act—it would be section 3 which relates to the Governor in Council making regulations. That is a matter of policy for the committee.

Mr. FLEMING: It certainly should be in our recommendations that that section of the Radio Act should be amended.

Dr. OLLIVIER: The intent and purpose of eliminating this section was so you could put it somewhere else. That is the explanation that was given. If you want to strengthen that, of course, you could recommend that it be put into the Radio Act.

Mr. FLEMING: Of course, we want to see this bill get into the House.

The CHAIRMAN: That is right.

Mr. FLEMING: That is an important part of the bill and, if some government member desires so to move I think we ought to move that that be included in our report.

Dr. OLLIVIER: If you want to move that for your report the motion should be that this clause be deleted from this Act and that it be inserted in the Radio Act.

Mr. LANGLOIS: I would so move.

The CHAIRMAN: Gentlemen, you have heard the motion by Mr. Langlois. Those in favour? Those opposed?

Carried.

The CHAIRMAN: The meeting is adjourned to the call of the chair.

loc

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament
1951

(Second Session)

2v

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

THURSDAY, DECEMBER 6, 1951

WITNESSES:

Mr. D. A. Riley, M.P.,
Mr. G. C. W. Browne, Controller of Telecommunications, Department of
Transport.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

1101

MINUTES OF PROCEEDINGS

THURSDAY, December 6, 1951.

The Special Committee on Radio Broadcasting held its eleventh meeting at 3.30 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Balcer, Boisvert, Côté (*St. Jean-Iberville-Napierville*), Decore, Dinsdale, Fleming, Gauthier (*Portneuf*), Hansell, Henry, Knight, Knowles, McCann, McWilliam, Murray (*Cariboo*), Richard (*Ottawa East*), Robinson, Smith (*Moose Mountain*), and Stick (18).

In attendance: Mr. D. A. Riley, M.P.

From the *Canadian Broadcasting Corporation*: Messrs. Dunton, Manson, Ouimet, Bushnell, Landry, Bramah, Dilworth, Palmer, Keddy, Schnobb and Halbert.

From the *Department of Transport*: Messrs. Browne, Caton, V. W. Irish and W. B. Smith.

The Chairman filed with the Clerk a letter addressed to him from T. J. Allard, General Manager, Canadian Association of Broadcasters, dated December 4, 1951, respecting policy matters. He also filed with the Clerk original telegrams from private broadcasting stations with respect to the C.A.B. brief submitted to the Committee. It was agreed that these be returned in a few days.

The Chairman referred to certain information requested, and read the following letter to the Clerk identifying the return as follows:

Ottawa, December, 1951.

Dear Mr. Plouffe:

I should like to file with you two copies of the following material enclosed herewith which was requested by members of the Radio Committee:

1. An analysis of the multiple ownership and multiple operation of private stations in Canada, and of the main newspaper connections of private stations based on information available to the Corporation. This material was requested by Mr. Coldwell.

2. The opening and closing continuity of the four broadcasts in the series "Man's Last Enemy Himself." This information was requested by Mr. Langlois.

3. A break-down of the costs under the Press and Information cost item as shown in the 1950-51 Annual Report. This information was requested by Mr. Hansell.

4. A list of talks commentaries from the United Kingdom as from January 1, 1951. This information was requested by Mr. Fleming.

Yours sincerely,

"Hugh Palmer"

CANADIAN BROADCASTING CORPORATION

Ordered,—That Mr. Allard's letter to the Chairman be printed as an appendix (See Appendix I to this day's evidence).

The Chairman then reported verbally on behalf of the Sub-Committee on Agenda, which recommends:

1. That the brief submitted by the Canadian Marconi Company be printed;
2. That the request of Mr. Riley, Member for Saint John-Albert, to appear be granted;
3. That the officials of the Department of Transport be heard this day.

This Report was adopted.

Ordered,—That the brief of the Canadian Marconi Company be printed as an appendix (See Appendix II to this day's evidence).

On the question of returns filed, Mr. Fleming raised the matter of fees paid to psychoanalysts.

Mr. Riley made a statement, was questioned and retired.

Mr. G. C. W. Browne was called and tabled copies of two statements. He made a supplementary statement and was questioned thereon.

Ordered,—That the 2 documents tabled by Mr. Browne be printed as appendices (See Appendices III and IV to this day's evidence).

The witness was examined at some length on the method of collecting receiving licence fees. He read into the record a letter dated February 10, 1951, addressed to all broadcasting stations, respecting the erection of new stations. He was asked to file a sample of the Department's notification card respecting licences.

At the request of Mr. Fleming, Mr. Browne was directed to file with the Clerk, for the information of the Committee, a list of applications for television licences.

Mr. Hansell referred to a letter he received from the Canadian Association of Broadcasters in answer to an enquiry of his. He asked that the letter be printed.

Ordered,—That the letter of M. T. J. Allard to Mr. Hansell, dated December 4, 1951, be printed as an appendix (See Appendix V to this day's evidence).

The Chairman thanked Mr. Riley for his presentation. He also thanked Mr. Browne and his officials.

Mr. Browne was retired.

At 6.10, on motion of Mr. Stick, the Committee adjourned until Friday, December 7, at 11 a.m. to resume consideration of the Annual Report of the Canadian Broadcasting Corporation.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

HOUSE OF COMMONS
DECEMBER 6, 1951.

(Discussions on procedure)

Now, Mr. Riley, will you proceed.

Mr. FLEMING: This witness ought to be sworn, Mr. Chairman.

Mr. RILEY: You will never have to swear in an Irishman of my integrity, Don.

Mr. D. A. Riley, M.P., called:

The CHAIRMAN: I might say before Mr. Riley begins that in his letter to the chairman of the committee he said: "I will require not more than 5 minutes of the committee's time."

Mr. FLEMING: Is he still of that opinion?

The WITNESS: Mr. Chairman, I would like to thank you and members of the committee for giving me this opportunity to say a few words to you on a subject which I consider to be of serious import. I would also like to say first that coming by I noted anxiety on the faces of Mr. Young and Mr. Bushnell and I want to assure them that the criticism I am about to make is not levelled at them. I hold them in very high esteem.

Last year when I was a member of the special committee on broadcasting I brought to the attention of the committee the fact that radio licences expired at midnight on the 31 March of each year and that you are not able to purchase a new licence until at least 9:00 the next morning. I think that is a little inconsistent and I venture to say that the Department of Transport is in this instance forcing every owner, I mean every radio set owner in the country, to break the law and I think that something should be done about it. Therefore I urge this committee to make a recommendation to the effect that radio owners be permitted to purchase a licence before the 1st of April in each year.

The citizens of this country look upon parliament as a source of the laws which govern their conduct. How can they do anything more than hold parliament in contempt when they realize that this same law-making body is responsible, in their eyes, for their being forced to break the law each year in this manner. I think it is a dangerous practice and it is a proof of the inconsistencies that creep into a system of government wherein bureaucracy is allowed to run a little too rampant.

Mr. FLEMING: Hear, hear! Speech!

The WITNESS: I would suggest that it is time—

Mr. FLEMING: The witness ought to have more than 5 minutes.

The WITNESS: There is no personal antipathy in respect to Mr. Browne, and I know that he appreciates that. But I think it is time, having regard not only to this particular item, but to other matters of equally serious importance—

Mr. KNOWLES: Such as smuggling into New Brunswick.

The WITNESS: Yes, such as smuggling into New Brunswick—I think it is time that the elected members of the House of Commons, the representatives of the people, started to hack away at some of the bonds that are being drawn

ever more around Canada's parliament. I do not wish to say anything more in this regard except to thank you very much for giving me this time, Mr. Chairman.

Mr. FLEMING: Would it not be a sensible solution to the problem which Mr. Riley has raised to eliminate the licence fee entirely?

The WITNESS: I am one of those who believe that the Canadian Broadcasting Corporation should have a certain amount of independence, and I am afraid that I agree with the officers of the Canadian Broadcasting Corporation when they insist that in order to carry out their duties in the most efficient and fairest manner, it is necessary for them to operate without an outright grant from parliament.

The CHAIRMAN: Does that answer your question, Mr. Fleming?

Mr. FLEMING: No, it does not. This point was answered by Mr. Dutton at our last meeting. The position of the Canadian Broadcasting Corporation was stated to be that they do not care where the money comes from, be it a free or a parliamentary grant, because the money comes through the government anyway. I think Mr. Dutton expressed complete indifference as to whether the money came by means of a parliamentary grant or by means of a license fee because, in either event, it comes through the government; so the Canadian Broadcasting Corporation have no preference in the matter. So would it not be a most sensible solution to the problem to eliminate the license fee entirely?

The WITNESS: No. Put the radio licenses on sale before the 31st of March. Failing any announcement of policy on the part of the government, I think that the radio license should be continued.

Mr. FLEMING: I would rather hear your declaration of policy than a declaration of policy on the part of the government.

Mr. KNOWLES: If the government changes its policy, you would change yours?

Mr. GAUTHIER (*Portneuf*): I never thought that the owners of radio sets were so anxious to get new licenses.

The WITNESS: Not that, but the fact they are forced to break the law.

Mr. GAUTHIER (*Portneuf*): Do you think that they worry about it?

The WITNESS: I have received a number of objections.

Mr. GAUTHIER (*Portneuf*): In your district?

Mr. SMITH (*Queen Shelburne*): How many?

The WITNESS: I would have to refer to my files to give you the correct number.

Mr. MURRAY: May I point out a case where the collection of license fees has become a matter of racketeering in the case of a man who proceeded to go into rural areas?

The CHAIRMAN: Is this a question you are asking of Mr. Riley?

Mr. MURRAY: Well, it has to do with the subject of licenses. This person appeared at various farm house kitchen doors and said that he was a license inspector in connection with radio. His method of operating was to frighten the housewife into paying for a license in order to avoid being summoned and possibly sentenced to pay a fine and so on. The housewife would say: "I think we have a license." And the man would say: "Oh, I have checked it up carefully, and find that you have not. You should have paid it. You are subject to a fine of so much, or to a sentence of 6 months in jail. Your husband

may think you have paid it, but in fact you have not." Whereupon the house-wife would proceed to hand over the necessary amount for a license and the man would say that he would mail her a receipt the next day.

It is an actual fact that this man went into hundreds of homes, collected renewals, and put the money into his own pocket and carried on in that way.

The CHAIRMAN: You mean this is the case of a man impersonating an inspector?

Mr. MURRAY: That is it. Then there is another question about these licenses. There are a lot of people who do not take out licenses. In our parts of the country, of course, we are a little bit unusual, probably, in that we are a scattered area and in some parts the reception is very poor and people do not get the reception they think they should and they do not feel obligated to pay for a license. I think it is very bad when it becomes a subject, as I say, of racketeering in the name of the corporation. Mr. Riley is proposing to make these licenses available so that everybody may get them quickly at any time. It would help some, and there might be a little more publicity in the papers.

Mr. BOISVERT: Would it be possible for a person to get a new license before the old one expired Mr. Riley? I don't think you can do that. I do not know of anybody who can get a license before the 1st of April and in some localities you cannot even get it on the 1st of April.

Mr. RICHARD: That would be remedied if you put in a provision that people would have 30 days within which to get their new license. Have you had many complaints about that?

Mr. RILEY: It is not a question of how many complaints any one of us receives, it is the principle involved in the matter.

Hon. Mr. McCANN: Mr. Riley, did you ever hear of anybody being prosecuted for not having a license within the first 3 months?

Mr. RILEY: That is another thing which was brought in here last year. It was up before the committee then, and the implication was, what difference did it make because there was no prosecution. That is no way to look at it at all, that does not take away from the fact that every person automatically breaks the law on the 1st of April.

Hon. Mr. McCANN: I don't see why you should try to make moralists out of radio operators.

Mr. RILEY: Dr. McCann has just said something with which I cannot agree. You say you don't see why we should try to make moralists out of radio operators or radio owners. That is not the point any more than you should insist, your department should insist, on making moralists out of people in respect of customs regulations. The same principle is involved. You don't force these people to smuggle goods across the border. I don't think you have any justification for that.

The CHAIRMAN: Thank you very much Mr. Riley for your presentation.

Mr. Browne:

Mr. G. C. W. Browne, Controller of Telecommunications, Department of Transport, called:

The WITNESS: Mr. Chairman, I have a number of copies of a statistical statement here which, with your permission, we will distribute to the committee.

The CHAIRMAN: Is that agreed?

Agreed.

Will you proceed, Mr. Browne?

The WITNESS: Yes, Mr. Chairman; perhaps I should read the introductory statement here and then go on.

The CHAIRMAN: I believe it has been the usual practice to have these statements made an appendix to our proceedings, and if that is the committee's wish I would so order.

Agreed.

Appendix III: Statistics covering issue of private receiving station licences, fiscal year 1950-51.

The WITNESS: Mr. Chairman, in coming before this Committee this year, it is not my intention to go into detail regarding the organization and operations of the Telecommunications Division in respect to radio broadcasting, inasmuch as this matter has been covered at length in my submissions to previous Parliamentary Radio Broadcasting Committees. I am, however, depositing with the Committee the usual statistics giving a picture of receiving licence issues and the costs involved. These will be found in the appendices which follow.

Particulars of broadcasting stations are embodied in a separate document which includes a list of existing broadcasting stations together with changes and additions which have taken place since the 1950 Committee. May we have your permission, sir, to distribute the other documents?

The CHAIRMAN: Yes.

The WITNESS: This other list, Mr. Chairman, gives details of broadcasting stations, broken down into the various categories. I do not think it is necessary to describe it.

The CHAIRMAN: Shall that also be made a part of our record?

Agreed.

Appendix IV: A list of broadcasting stations in operation in Canada as of April 1, 1951 and changes and additions from 1950 to date.

Mr. STICK: Mr. Browne, I notice here in your appendix 1, relating to the issue of radio receiving licences that there were 2,194,379 paid and 18,056 free. Would you just explain what that free list consists of, that 18,056.

The WITNESS: Yes, Mr. Stick, free licences are issued to blind persons who are certified by blind organizations as being blind, and also to educational institutions for elemosinary purposes, hospitals etc.

The CHAIRMAN: Would you proceed with your statement please, Mr. Browne?

The WITNESS: Well, Mr. Chairman, I wonder if there are any questions on the statistics themselves or would you wish me to proceed to make a statement in regard to our work generally?

The CHAIRMAN: I think perhaps if you would make a short statement, then we could proceed with the questioning.

The WITNESS: In the report of the 1950 committee of the House on radio broadcasting there was a recommendation at the end of the report which in part reads as follows (page 465): The committee would suggest that unremitting consideration be given to discovering less expensive ways of obtaining the fees. And then, in the Massey commission report there was a recommendation that the annual licence fee for radio receiving sets be maintained at its present level but that a more effective method of collection be devised (that is on page 295). The department has, in accordance with the directive and recommendation given unremitting consideration to this problem and in consideration of that we had certain proposals to make which I might outline

to the committee. We propose to put these into effect if approved. One is an amendment to the Radio Act, that is The Radio Act of 1938, to provide for a minimum fine of say \$10 for anyone found operating a private receiving station without a licence. Now, the reason for that is this: we have experienced in many areas in Canada a situation where in the case of a number of people appearing in court for not having licences the magistrate has either given them suspended sentence or fined them 50 cents or some very little amount—We feel that if a minimum fine was established then people would not say: I shall take a chance of being found unlicensed; and we would not be faced with as large a number of prosecutions, as we are today. And if you will refer to our report, you will see there have been anywhere from 12,000 to 14,000 or 15,000 prosecutions throughout Canada each year.

Shall I continue, Mr. Chairman?

The CHAIRMAN: Yes.

The WITNESS: Another proposal we have in mind is an amendment to the Act to eliminate the present cumbersome procedure where an inspector on finding an unlicensed set owner must apply to Ottawa for an order which, according to the Act as it reads at the present time, shall be signed by the minister. Now, we feel that it would speed up operations in the legal field were we to be in a position to issue summonses on the spot in the same way perhaps as summonses are issued in the case of traffic offenders. After all, it is my feeling that if they fail to procure a receiving licence that is not what you would call a major crime, it is not a major offense in any case; but we feel that if we could have an amendment to the Act which will enable our people to go directly to the courts on our informations it would speed up our work and we could cover a great deal more territory.

By Mr. Fleming:

Q. What kind of an order are you referring to there?—A. There is a section in the Act which reads, Mr. Fleming, that no proceedings may be taken under this section of the Act without the order of the minister.

Q. Oh, it is an order authorizing the taking of proceedings?—A. That is it, yes.

By Mr. Hansell:

Q. If questions to Mr. Browne at this stage are in order, I will ask Mr. Browne just what procedure they take in collecting receiver licence fees? What is the procedure now? Is it entirely left to the people to buy them or are there collectors?—A. You mean, forgetting for the moment the prosecution stage of our work?

Q. Yes.—A. The procedure is that licences are made available at a large number of agencies, I think up to 10,000, most of them post offices. They are also available from vendors who are engaged in door to door canvassing which commences on April 1; and they are also available from business establishments, the R.C.M.P.; and they are available from our own permanent radio inspectors offices at the various centres throughout Canada and from radio dealers and certain banks. The radio dealers represented to us that it would be a great advantage to them were they to be in a position to issue a licence on the spot to persons who made purchases.

Q. With regard to the collection of fees for radio receiving stations, are you satisfied that the vendors pretty well cover their areas?—A. Far from it, Mr. Hansell. We find that a vendor will cover a well populated area but when it comes to going out into the countryside around, they are not willing to do it; in other words, they skim the cream off the milk.

Q. And the responsibility then is really on the shoulders of the radio listener to get his licence?—A. Well, of course, under the Act the listener is required to purchase his licence in any case. We feel that we have made it very easy for him to do so but it does not relieve him of the big responsibility of obtaining his licence.

By Mr. Boisvert:

Q. Mr. Browne, has the number of licences increased this year?—A. This year, to date?

Q. Yes.—A. Yes. I believe I could give you that figure, Mr. Boisvert. I haven't got the exact figure, I am sorry—up to date—but I can say this for the information of the committee, Mr. Chairman, that our gross revenue, that is our cash intake shall I say, for books of licence blanks, as at the moment, or at the end of November, is \$300,000 over the same date last year.

By Mr. Decore:

Q. Mr. Browne, can you tell us this, how are these vendors, these officers paid? Are they paid by commission?—A. The people who are engaged on the house to house canvasses are paid by commission. They are under a supervisor in the various areas. The supervisors have under them a number of vendors. The total commission paid on the house to house canvass is 25 cents on each licence, of which the supervisor retains 5 cents and the man who goes door to door gets 20 cents; if the supervisor himself also carries out a door to door canvass he receives the full 25 cents.

Q. Do you not think it would be more successful if the vendor were paid a salary instead of being on a small commission of that kind? In that way there would not be the tendency to keep it all for themselves, and they would be giving their full time to it.—A. Some years ago and over a period of years we did try out in certain areas a method whereby we had exclusive issuers of licences in a given area, where the exclusive right was given to one person—

Q. How did it work out?—A. It did not work, for the same reason that I gave to Mr. Hansell in answer to his question. They would not go out into the sparsely populated areas of the country and collect the licence fees. There were people who wanted to obtain their licences themselves and they could not get the licences because they could never find the chap at home to whom they were to address themselves.

Q. Well, would it not be simply a matter of requiring these people who were being paid to do the job to have offices that would be open so that applicants could all be taken care of at one time, and at the same time have them make visits to their homes for the convenience of listeners? How would that work?—A. Well, these people are required to visit every home and do so undertake but they do not carry out their undertaking.

The CHAIRMAN: Have you completed your statement, Mr. Browne?

The WITNESS: No, Mr. Chairman.

The CHAIRMAN: Well, perhaps we might proceed with your statement.

The WITNESS: Perhaps something I shall say later may have a bearing on the questions just asked me.

Now, we propose to employ a special supplementary staff in the performance of law enforcement under the Act. At the present time our highly paid officers in the division, inspectors, who are technical men and whose duties are associated with other matters relating to the protection of life at sea and in the air, the inspection of radio equipment on ships and aircraft, also with the suppression of interference have to devote some of their time to small

matters of law enforcement. Now we propose to employ in future on this work a staff of employees of a lower grade who would devote 100 per cent of their time to licensing and prosecution of unlicensed set owners.

Then, we propose to add slightly to the staff in Ottawa which deals with records, the receiving licence records. The reason for that is this; we receive from the customs authorities returns on radio sets imported by returning Canadians. We receive monthly returns on those sets. In addition in certain provinces we have an arrangement with the automobile licensing authorities to provide us with the names and addresses of people whose automobiles are radio equipped.

We also are receiving from radio dealers monthly lists of persons to whom they have sold radio sets. These lists unfortunately we are not able to fully examine and deal with with the personnel we now have in our establishment. For that reason we are going to try and get some more people.

We also propose to again approach the authorities in those provinces which at the time we put the questions up to them at first did not see fit or were not in a position to co-operate with the department in submitting the names of people having sets in their automobiles and we think that perhaps they may take a different view of the situation now and, having regard to the fact that certain of the other provinces are already doing it, that we may be able to secure their co-operation.

Mr. DECORE: What provinces do not co-operate now?

Mr. MURRAY: Mr. Browne, apparently the British Columbia automobile owners—

The CHAIRMAN: Just a moment, Mr. Murray; Mr. Decore's question was not yet answered.

The WITNESS: If I were to give you the names of the provinces, Mr. Decore, which do report will that suffice?

Mr. DECORE: Yes.

The WITNESS: The provinces which are reporting are Quebec, Alberta and Saskatchewan.

By Mr. Stick:

Q. What about the other provinces—they do not exist?

Mr. FLEMING: The ones with Liberal government are not very co-operative.

The WITNESS: I was just going to say, sir, that in the case of Newfoundland, Newfoundland was not within the scope of Confederation at the time we made this arrangement.

Mr. FLEMING: Sometimes I wonder if they are still in it.

By Mr. Murray:

Q. Why is British Columbia so low down in the list of radio sets in automobiles?—A. I am afraid I cannot give you an answer on that.

Q. Well, your other statistics had it next to Ontario in number of instruments and so forth.—A. Perhaps there are not so many radio equipped automobiles in British Columbia.

Q. Well, there should be as many as there are in Nova Scotia, for instance.

By The Chairman:

Q. I wonder if you might allow Mr. Browne to finish his statement and then proceed with the questioning.—A. My next point perhaps will answer Mr. Decore's question and that is in connection with house to house canvassing. We have been finding it increasingly difficult to secure the services of vendors

to carry on this work of the house to house canvass and, therefore, we propose to discontinue this method of issuing licences and to require that persons will themselves take steps to obtain their licences on a, shall I say, cash and carry basis at the other agencies which still remain and of which there still will be some 10,000.

By Mr. Decore:

Q. How will you enforce your regulations if people do not buy licences and maybe do not know they do need a licence?—A. I am not a lawyer, Mr. Decore, but it is my understanding that ignorance of the law is no plea and everybody knows by now that a radio licence is required. Besides, we have various means of advising people. For instance, those people who are already licensed the previous year receive a card on the 1st of April. Every person who had a licence the previous year gets a card in the mail the 1st of April automatically. Then, we broadcast notices through the C.B.C. networks and some of the private stations which have co-operated with us very cheerfully in that regard although some did protest about having to do that but in the main they have cheerfully given us publicity.

By Mr. Stick:

Q. You do announce that radio licences are now used. I have heard it over the air. That has happened—I have heard it. I do not know whether it is a policy or not. Don't you announce over the air that radio licences are now due at the end of March?—A. Yes, we have furnished the C.B.C. with appropriate notice to that effect and they have broadcasted frequently for us and co-operated very fully on that with us.

Q. But people who have radio sets and do listen are notified that their licences are due at a certain time?—A. Yes.

Mr. McWILLIAMS: You had just decided a few minutes ago to let him finish his statement.

The WITNESS: I am sorry, Mr. McWilliams, I will try to be brief.

Mr. FLEMING: It is not your fault, Mr. Browne.

The WITNESS: We propose to revert to the policy of newspaper advertising, particularly in the smaller weekly newspapers in rural areas because we feel, from our study of the statistics that the rural areas are not as well licensed as the metropolitan areas and we find before the policy was discontinued of placing these ads in the weekly papers that if we placed a small ad in the weekly papers the editor gave us an editorial to build it up and it had quite a beneficial effect on the licensing in general.

Mr. STICK: But not on the paper.

The WITNESS: When prosecutions eventually did occur in the areas served by the newspapers the report on the prosecutions was not buried away back on the last page; it was given a position of some prominence and we feel that by spending a little money on advertising we can promote the issuing of licences generally.

I believe we have one more point to make Mr. Chairman, and I think it is an important one inasmuch as the proposal which I am going to make was dealt with by a previous committee and that is that we revert to the requirement that radio dealers instead of merely furnishing us with a list of names and addresses of people to whom radio sets are sold be required to see that the purchasers of the sets would produce a licence before the sales shall have been completed. The reason in mentioning the previous committee is this, that that regulation—

By the Chairman:

Q. What committee do you refer to, Mr. Browne?—A. I might have mentioned that. I refer to the committee of 1938 and 1939 and on page 364 of the recommendations of that committee, the following clause appears, (14):

Your committee believe that the existing regulations which impose on the vendor of a radio set an obligation before making the sale of ascertaining that the purchaser possesses a licence should be rescinded. It recommends that the vendors of receiving sets be in future required to report monthly to the Department of Transport the names and addresses of purchasers of sets including the date of each sale.

Now, I do not recall at the moment why the committee in its wisdom made that recommendation but I believe there were some representations from the trade that it imposed perhaps a hardship on them but we feel that the committee might give further serious consideration to that recommendation for this reason: when we are reviewing the number of sets manufactured each year and comparing it with the returns we receive from the retail trade we find a considerable discrepancy. With the staff at our command we have done our utmost to inform the dealers and point out to them the requirements of the law but we still feel that we are not receiving nearly the number of returns that we should. For that reason then, we feel that the present regulation is ineffective and we would like to revert to the original regulation which was rescinded at the recommendation of this committee which I have mentioned of 1938 and 1939.

Now, according to the report for 1950 of the Dominion Bureau of Statistics there were 788,242 sets produced and allowing for a reasonable inventory on the shelves of the trade, we think that we should have received far more than the total of 297,072 sets recorded sold by the trade.

By Mr. Murray:

Q. Will you repeat those figures please, Mr. Browne—the number produced?—A. According to the Dominion Bureau of Statistics there were produced and I take it sold as it says "Dominion Bureau of Statistics producers' sales", 788,242.

By the Chairman:

Q. In what year?—A. In 1950, which is the last year for which we have a report.

By Mr. Murray:

Q. How many did you have?—A. Consumer sales reported by dealers, 297,072.

Now, the authority for making a regulation in this connection is embodied in section 4, subparagraph 1 (e) of The Radio Act, 1938 and it reads as follows:

The minister may make regulations—

(e) prescribing that any radio receiving set or radio apparatus for installation or use as or in a private receiving station may not be sold, repaired, or maintained by any person until a licence is first obtained for such station.

I think, Mr. Chairman, that about finishes my remarks.

The CHAIRMAN: Thank you very much, Mr. Browne. We are now open for questions.

By Mr. Richard:

Q. What is the penalty imposed on a dealer who does not report the sale of a set? Is there any penalty in the regulations?—A. I believe there is a blanket penalty which applies to all sections of the Act. I will have it looked up.

Q. Has it ever been used?—A. No, we have never applied it.

Q. That is one point— —A. May I read the section of the Act which applies?

Q. Yes.—A. It is section 4, subsection 2:

Any person who violates any regulation made under this section shall be liable upon summary conviction to a penalty not exceeding \$50 and costs or to imprisonment for a term not exceeding three months.

Q. Your department has never taken any steps to prosecute dealers who do not report according to your regulations?—A. That is correct.

Q. Now, the next point is this: what steps do you take once you have received all these lists of purchasers of sets to check if they have licences or not?—A. We compare those lists, or I should say we attempt to compare them all. We are not in a position at the moment, through the shortage of staff, to compare every one of them, but we compare a very large proportion of them with the duplicates of the licences which we receive from issuing agencies in the field.

Q. Could you then say that at any time you have gone to people and told them that they had bought a set and had no licence for it?—A. I do not think we could reconcile dealers' reports with the visit of an inspector in the field who would say "The dealer reported you have not paid a licence".

Q. It is a regulation which you do not actually use at present?—A. We use it in this way, that when we find the name of a person who has been reported by the dealer as having purchased a set but who according to our records has not a licence, we notify the person that he has been reported as having a radio set and we ask him for the number of his licence. And, further, we provide him with a post card addressed to the department, on which he does not even have to pay postage; we just ask him to fill in his name and licence number.

Q. Actually, your staff is not large enough to carry this out properly?—A. No, that is why we are proposing a slight increase.

By the Chairman:

Q. Have you got a copy of that notification with you?—A. No, but I can have one filed.

By Mr. Murray:

Q. In addition to the 500,000 that are not accounted for, 500,000 sets that are not licensed in Canada, they are either not being used or if they are being used then the people are not paying?—A. I would not say that the whole 500,000 are not paying because we find today that perhaps 50 per cent of the new sets being sold are going into homes where there are already radio licences.

Q. In addition to that, there are many radio sets brought over from the United States into Canada upon which no customs duty is paid because one is allowed to bring in a certain amount.—A. Yes, but those sets are reported by the customs officers.

Q. And are they listed in this aggregate here?—A. No. These are figures from the Dominion Bureau of Statistics on Canadian production.

Q. It would be nice to get the number brought in from the United States in addition to the Canadian production.—A. I think we have a figure. It is of the order of 35,000 or somewhere close to it.

Hon. Mr. McCANN: I think it is over 40,000.

By Mr. Murray:

Q. It is over 40,000. And where licences are not purchased, do you not think that it does an injury to the town to have it listed as on page 4, where I see Prince George is listed as having 782 instruments?—A. What was your question, Mr. Murray?

Q. It is officially listed that Prince George had 782 instruments in the fiscal year 1950-51, whereas I think it would be safe to say there are many thousands of instruments in that area of Prince George, which area, by the way, has good radio reception.—A. That is not in the area, Mr. Murray, that is for the town of Prince George, be it a town, city, or municipality.

Q. I think possibly there is a population of about 8,000 in the town and area.—A. Those in the vicinity of the town, not within the town itself, are included under "miscellaneous", under the 24,420 at the bottom of that column.

Q. I think that if you will check the figures for those small towns you will find that the radio licence is the rare one. I mean, radio licences are not taken out.

Q. And it is hurtful to the town to publish such a figure as that, because it would indicate that there were only so many licences, and therefore there were only so many people living there, and therefore there would be but a limited market for other merchandise.—A. I am glad to point this out: our officers check on the returns in this statement every month against the population. They scrutinize the year's figures, and they send out notices to the field officers to check those towns which according to our records here appear to be low; and they are the towns on which we concentrate first when our prosecution campaign starts.

Q. I am not urging you to prosecute them. I suggest it would be better to abolish the idea of a licence, and provide the money out of the general revenue because this is a public utility in which everybody shares and in which everybody enjoys the value; yet, according to your figures, half the people are not paying.

Mr. GAUTHIER (Portneuf): Listen to that now!

The WITNESS: I cannot comment on that. I have simply been given a job to do.

Mr. RICHARD: Look at London: In 1949-50 the figure given is 20,809 whereas for 1950-51 the figure is down to 16,692. That would indicate a drop of 4,000 licences in one year. Yet we all know that London is growing.

The WITNESS: We hope that when we get this additional staff we will be able to improve our licence issue still further.

The CHAIRMAN: Mr. Hansell?

By Mr. Hansell:

Q. Mr. Browne, do I understand from the miscellaneous figures shown at the end of each paragraph on pages 3 and 4 that those miscellaneous figures constitute towns having a population of less than 1,900?—A. That is correct, Mr. Hansell.

Q. And anything with a population less than 1,900 is not shown separately?—A. No. They would be embodied in the miscellaneous column.

The CHAIRMAN: Dr. McCann?

By Hon. Mr. McCann:

Q. Did I understand you to say that your policy is going to be to do away with house to house canvasses and to stress the matter of prosecutions? Did you not say that you intended to put on more people?—A. Yes sir.

Q. I would like to point this out to you: if you turn to appendix 6, the house to house canvass, you had 346, and they accounted in the year 1950-51 for 38·8 per cent of the licences that were issued. Is that correct?—A. That is correct.

Q. And if you look at the post offices, the staff post offices and accounting post offices, and you add those two together, you get 7,457 outlets, and they accounted for 48·9 per cent of the licences issued. And if you add those two figures together, 38·8 per cent and 48·9 per cent, you get 87·7 per cent of all the licences that are issued, collected by those two sources. And I would like to point out as well that the house to house canvass has dropped from 42·5 per cent to 38·8 per cent, a very big drop in view of the different conditions with respect to employment that existed between 1943-44 and 1950-51.

I recall some of those years when there were a lot of returned men, pensioners and people like that who supplemented their employment by taking to this particular business. Now conditions have altered and there are fewer of them because of the fact that there is more employment. So you have got a drop there. And I suggest if you look over the radio dealers, you will see that they have dropped off. Evidently they are not interested in it. The banks are pretty consistent in their returns and you have got 715 outlets there.

As long as there are licence fees to be collected, we have got to face the problem and find out what is the best method for collecting them. I think that our experience should show us that the post offices are the best outlets and a little better than the canvassers. I would also like to point out that in Britain the licence fee is collected entirely through the Post Office Department. So I am going to suggest to you that the 7,457 outlets through the post offices is a number that could be increased very materially by a canvass of the different post offices to get every post office as an outlet. I notice that your fee paid to the staff post office—that is the main post offices where the staff is on salary and comes under the civil service—your fee is only 5 cents; and for the accounting post office your fee is only 15 cents; and that fee is lower than the fee you paid to the ordinary house to house canvasser, because he got 20 cents per licence out of the 25 cents that was paid. So I would suggest to you that you make a greater effort with the post offices and attempt to have more of them collect, and that the staff post offices be paid a 10 cent fee, and the accounting post offices be paid a 20 cents fee, the same as the house to house canvassers. And the reason I would do that is because the post office is the most advantageous outlet in any community in Canada and the most easily accessible. I cannot see any reason why they should receive a fee less than that received by the house to house canvasser, although I admit there is a little more work in the case of the house to house canvasser. But I would be against the policy—if it is the policy—of not paying so much attention to the house to house canvassers and trying to increase the matter of prosecution.

The matter of prosecution is a very disagreeable thing to carry on. It only antagonizes people against those who are doing it, and I do not think that it is ever productive of any great results.—A. As you say, it is not as productive of great results as would obtain in the early part of the year when the majority of people would come to the post office and take out their licences. But we have worked very closely with the Post Office Department and we find that there are a large number of the post offices which would not consider taking on the issuance of licences. You know, there are 3 categories of post offices, the staff post office in which the employees are full-time civil servants and come under the Civil Service Commission. Those post offices receive 5 cents and they do the work as part of their regular duties.

As a matter of fact, some of them, but very few, I am glad to say, due to shortage of staff, have not been able to take on the work of issuing these licences. But we hope to clear that up and that they will eventually be able to do so again.

Now, I have some figures here on the post office set-up. There are 1,600 of these staff post offices, and there are 6,500 of the post offices which are termed accounting post offices; that is, we give them their licence blanks without requiring them to pay for them in advance.

Q. Yes?—A. And I might mention that there is no compulsion on these post offices to issue licences. The post office does not want to compel the post-masters to take on that work. It is purely voluntary for them if they want to do it.

Q. You say that is the case under the present law; but it could be changed, could it not.—A. It would require the approval of the Post Office Department itself. I do not think we would need any amendment of the legislation. It would simply be an inter-departmental arrangement.

And then there are 5,000 non-accounting post offices, that is, post offices which must pay for their postage stamps and postal notes and radio licenses in advance. Now, out of that 5,000 we could only persuade 188 to take on the issue of licences voluntarily.

Q. According to that arrangement, they have to pay for their licence books in advance?—A. That is right.

Q. Could it not be arranged so that you give the postmen, who are reliable persons, credit and let them make their returns when they sell the book instead of first purchasing the book, in the same way as the canvasser does?—A. The reason we have not been able to do that is a regulation or stipulation of the Department of Finance. The treasury people have ruled that we could not issue licence books in advance to these non-accounting post offices.

The CHAIRMAN: Mr. Knight has a question.

By Mr. Knight:

Q. I would like to go back for a moment to what Mr. Riley said and I would like to ask Mr. Browne if Mr. Riley was correct when he implied or stated that the Department of Transport refuses in all cases to issue a license until the due date? Is that correct?—A. Yes, we have found it necessary to establish that rule.

Q. I take it that if you established that rule, there must have been a reason for so doing?—A. I would refer to it perhaps as a group rule. We are doing that because we found that, were we to allow a licence to issue before the 1st of April, people who had purchased radio sets, let us say, during the last few months of the fiscal year, between January and the end of March, or people who had been given radio sets, let us say, at Christmas time, and who had never owned radio sets before, would take a chance and wait until perhaps the 1st of March, and obtain a licence for the following year, thereby skipping the year in which the sets were purchased, that is, at the end of the year, or the year in which they were given the sets for Christmas.

Q. That is a contradiction to what Mr. Riley thought, when he referred to the few hours in a night during which those people were breaking the law, and consequently suggested there would be a rush downtown at 9.00 o'clock the next morning to purchase a licence. But that rush is not too much in evidence, is it?—A. I quite agree with your legal standpoint although I am not a lawyer; and I quite agree that theoretically at midnight on the 1st of April everybody is breaking the law. But surely that condition must obtain in many other fields.

By the Chairman:

Q. Could you name one?—A. I am sure if I took my automobile out on the 1st of January, the licence plates having expired on the 31st of December, that while I could still drive it up until the 31st of March, and in fact later sometimes, I would be technically or theoretically breaking the law.

Q. But in the case of automobiles you are able to purchase your new licence plates before the expiry date of your old licence, are you not?—A. Yes.

By Mr. Murray:

Q. Do you not think the minister's suggestion is a good one with respect to the post offices?—A. I do.

Q. Would it not pay to make it 100 per cent a post office collection and exclude all those other agencies, and to require the people to go to their post office to obtain their radio licences?—A. I do not think it would be a good idea to exclude all other agencies.

Q. It only confuses the issue to have too many people collecting. And then there are these commissions paid to people who come to the door. I think that people are suspicious about paying any money at the door these days.—A. We should eliminate the house to house canvassers, you mean?

Q. By educating people through the press and over the air, and consolidating all the collections in the post office, in that way I think we could make a great improvement.—A. I believe, Mr. Murray, that if we were to exclude the radio dealers and the banks and similar agencies which are now issuing licences, we would cut down our revenue.

Q. Now, take a bank. It is a very messy business to be making up little receipts for a small amount and taking somebody off their work to issue radio licences; and if they were compensated in the post office it would be quite an easy matter for a clerk to take care of these things the same as he takes care of insured parcels and stamps, and things of that kind.—A. I am not quite sure, if we are going to have the dealers, there would be very strong objection, especially if we were not going to continue to require the dealer to see the licences of people at the time they sell the set.

By Mr. Boisvert:

Q. As to receiving sets imported from the United States through customs, would it be possible to have the licence fee collected by the customs officer at the port of entry?—I am sorry, the minister has gone.—A. The customs authorities take a very dim view when we ask them to help us to do anything like that. We have tried to recommend a system whereby they will report the entry of radio sets into Canada. At the present time they are required to report them on a list and we had it in mind to ask them to make out a form, to provide a form which the imported would fill out in duplicate and file with them and one copy of that would be forwarded by the customs officer to our department, and in that way it would eliminate a considerable amount of detail work.

By Mr. Richard:

Q. Do you not think it would be desirable to have that work done by the post offices? They are organized for doing work of that kind and if they were to collect, even on a percentage basis, you would eliminate a certain amount of cost in that way.—A. I believe, Mr. Richard, that the deal would be more attractive to the post office if that were eliminated.

Q. But to collect the licence fees the post office would not go out from door to door would they? People would have to go to them.—A. I agree with you that they have been getting into bad habits.

Q. Unless you want to make that a matter of prosecution and have inspection from door to door.—A. We do not want to make it a matter of prosecution, we only do that as a last resort.

Q. When you do not go to people from door to door you have to do your own prosecuting. You don't think they will make up the 38 per cent in the post offices?—A. Not to the post office alone, but to the various issuing agencies which have been mentioned.

By Mr. Hansell:

Q. To straighten out one point: some of the questions that have been asked would indicate that we are under the impression that licences are issued to sets, receiving sets, radios; that is not correct, is it Mr. Browne?—A. That is not correct, Mr. Hansell.

Q. The licence is issued to the listener at home; you can have 1,000 sets in your home and only require one licence.—A. That is correct. The licence is issued for the station, the private receiving station and not for the set; a private receiving station in the name of an individual who may operate one or 100 sets.

Mr. RICHARD: Would that apply to a garage? A garage would be outside of the station.

Mr. HANSELL: To follow up Mr. Murray's suggestion that the post offices be the vendors and that there be no other vendors, Mr. Browne indicates that it would perhaps mean a loss of revenue. Now, would it; if that were handled properly? Because would you not have a record by the post office of all those who had taken out licences in the previous year? They could then, perhaps, send out a little notice. It would be easier for prosecution to take place. The police would simply go to the postmaster and just say, now, how many people had licences last year and how many of them have taken them out for this year; well, here is Mr. Brown and Mr. Smith—well, perhaps I should not say "Mr. Brown" that just happened to be a name that came to my mind—but here is Mr. so and so, and Mr. so and so, and Mr. so and so.

Mr. RICHARD: You would have to put the R.C.M.P. into the post office to do that.

Mr. HANSELL: They should be there now, as far as that goes; that would be one more way of checking up.

Mr. RICHARD: Yes, and making policemen out of postmasters.

Mr. HANSELL: That is nothing more than is done by the income tax branch; if you don't file your income tax they know it and you will be rounded up pretty quickly to pay that income tax.

Mr. RICHARD: It will be the post office employees that would do this work.

The CHAIRMAN: I think Mr. Browne had a comment to make on that question.

The WITNESS: The comment I was going to make, Mr. Chairman, was this, that postmasters in smaller places are averse to giving us information on who have radio sets. They, of course, keep duplicates of the licences which they issue. Those are available to our inspectors. But we have found that the post-masters themselves who are perhaps at the same time store keepers and have post offices in the corner of the store, are not anxious to give information, and quite properly so, on people of whom they may be aware of having sets but no licences. Was that your point?

By Mr. Hansell:

Q. Well, my point was that they should be willing to give the information. That is the law of the land, that the listener has got to have a licence. It is the law. That is all, and he should take out his licence, and if he doesn't there should be some form of checking up on him; and if it was all done through the post office I am pretty sure it would be easier and do away with much of the loss of revenue which you now have.—A. I say they would fear the loss of some of their customers.

Q. Oh no, I do not think the postmasters would fear the loss of any customers—A. Are you referring now to the staff post offices?

Q. Yes, sales in post offices. Post offices today are not in grocery stores.—A. Some of them are located in grocery stores and other types of business. I do not think, with all due respect to Mr. Hansell, that you could expect them to inform on the people who were their regular customers.

Mr. FLEMING: Mr. Browne, is it not a fact that it is an expensive and difficult fee to collect?—A. It has been difficult to collect the last few hundred thousand; I think because a lot of people will take a chance that they could get away with waiting to get their new licence when the new year comes in.

Q. The last \$200,000; that is the way you put it; that is where the difficulty comes in, is it?—A. I tried to show that graphically in one part of the statement. I show you a table—

The CHAIRMAN: What page?

The WITNESS: I am sorry, it is not a page—we are always adding pages to it. It is about, I would say—

The CHAIRMAN: If you will give us the heading that will serve the same purpose.

The WITNESS: The heading is: private receiving stations licences issued during 1950-51, percentage of issues by months.

Mr. FLEMING: 1,500,000, that is quite a number, isn't it, Mr. Browne?

The WITNESS: It is the matter of percentage—

The CHAIRMAN: Well, Mr. Browne, you referred to it as the last 200,000—

Mr. FLEMING: No, the last few hundred thousand.

The CHAIRMAN: The last few hundred thousand. How can you possibly estimate that with any degree of accuracy? As we all realize, there is multiple ownership of radios at the present time. I know many homes in which there are 5 or 6 sets.

Mr. BOISVERT: So do I.

Mr. DINSDALE: I wonder if Mr. Browne could tell us if there would be sufficient—

The CHAIRMAN: I am sorry, Mr. Dinsdale, Mr. Browne did not answer the question yet.

The WITNESS: Well, I could perhaps answer that in this way; in the first two months we have shown them together because we have not got our record straightened out. There was quite a flood of duplicates that came in during April and May. You will notice from the statement that 47 per cent of the licences were taken out in April or May; another 21 per cent in June; 8 per cent in July and so on down; and then, when we come towards the end of the year. Of course, the number decreases.

The CHAIRMAN: I am sorry, but that is not the point I was trying to make. You indicated—at least, I took it you indicated in your answer to Mr. Fleming—that at the end of the year there were a few hundred thousand people in Canada who had not obtained a radio licence. Was that the implication in your answer.

The WITNESS: Yes, by—

Mr. FLEMING: 200,000, or a few hundred thousand?

The WITNESS: In January, February and March we have a total of something about 2·5 per cent. And now, I haven't worked it out. I made a snap estimate when I answered Mr. Fleming's question. It may be that it is of the order of 100,000. I think it works out around 120,000-150,000.

The CHAIRMAN: Excuse me, Mr. Fleming, but I would like to follow this up. Mr. Hansell brought up the point that the licences are issued to the station, that a station may have 5, 6, 7, 8 or more sets. That is not all the receiving stations you could get. As I understand it you have certain statistics as to the number of radios manufactured in Canada, sold in Canada, imported into Canada and so on; but when you have that situation of multiple ownership, how can you possibly make any estimate as to the number of people who operate stations and yet haven't got licences?

Mr. KNOWLES: I understood you to say that there were over 100,000 persons from whom you had not collected, Mr. Browne; how do you explain that?

The CHAIRMAN: That is exactly what I am trying to clarify.

By Mr. Fleming:

Q. Mr. Browne, would you consider those to be tardy payments which would eventually come in before the year is out?—A. That is correct.

Q. And you say that there are between a 100,000 and 150,000 people who are only rounded up late in the year?—A. Not necessarily rounded up, I would not say they were all the direct result of prosecutions.

Q. I did not suggest prosecutions when I say rounded up. You say these would be people in any event who never pay their licence fee until late in the year.—A. Late in the year.

Q. Whereas they should pay in April?—A. Yes, the first of April, when the licence fee is due.

Q. Assuming that they are tardy payments during the year, do they eventually pay up later?—A. Yes.

Q. What about those who do not pay at all? Have you anything to say by way of comment on the difficulty of collecting this type of licence fee? Maybe this would help you: it is not easy for you to collect them?—A. I would say that it is easy to collect a majority of them. I feel that many people through neglect do not pay their fees. But when you come to the months of say January, February and March, 9 months have elapsed, then I think you are dealing with people who for the most part are hoping that they can wait another year and perhaps drop one year.

Q. All right. Apart from that number who paid during April, May and June, will you agree that this is a very difficult licence fee to enforce payment of fully and effectively?—A. I would not agree, more than just for the months of January to March. I would say that is so perhaps after the first six months of the year; because I feel that many people, most of the people, do take out their licences voluntarily.

Q. All right, then apart from those who buy in the first six months, will you agree that this is troublesome and difficult kind of fee to collect fully and effectively from those who ought to pay it?—A. I agree that it becomes more difficult after those months.

Q. All right, then let us look at the whole problem, looking at it from the point of view of seeking effective enforcement on the part of those who should pay this fee: do you not agree that it is a difficult and cumbersome fee to collect fully and effectively?—A. During the months that I have indicated, it is; but that is, of course, not a very large proportion of the whole embracement.

Q. I would appreciate if you would be more direct. I was asking you to look at this from the standpoint of the overall cost involved in the problem.

Mr. MURRAY: Let the prisoner answer the question, please.

Mr. FLEMING: You should have been over in the combines committee. Would you care to comment whether it can be regarded as a tax, or if it can be regarded as a fee that is a major problem and difficult to collect from the point of view of full and effective enforcement of this fee?

The WITNESS: I would say, in the main, no, it is not a difficult fee to collect when you consider that you get such a large percentage of it in before the last part of the fiscal year. I would not go further than saying that the last three months are, say, those in which collections are comparatively small; it is difficult then to collect. But I feel that there will always be people who will try to evade payment, not alone in this field but in connection with other fees as well.

The CHAIRMAN: What about legal fees, lawyer's fees? Are they always collected?

By Mr. Fleming:

Q. What proportion of the people who should be paying are not paying?—A. We have conducted some investigations into that and we feel that we are approximately between 90-95 per cent licensed.

Q. You are back to the same statistics that you gave the committee a year ago, last spring.—A. I have no reason to doubt the accuracy of those figures. I have nothing to cause me to doubt the accuracy of those figures that I gave the committee a year ago.

Q. Are those the same figures as you gave the Massey commission?—A. They are substantially the same.

Q. Because I read paragraph 63, page 294, of the report of the Massey commission this sentence: "the Department of Transport considers that the present method of collection is reasonably effective and thorough". Is that still your view of the present method of collection?—A. Well, I might qualify it by saying that it is reasonably effective with the studies that we have at our disposal at the present time; but, having studied this matter in accordance with the directive given us we have arrived at the conclusion that by putting into effect the proposals that I have indicated we can improve it still further.

Q. Well then, your opinion and the opinion of the Department of Transport as to payments in the Department of Transport is not quite the same as the opinion stated by the department to the Massey commission at page 294, paragraph 63, the second sentence reads:

"the Department of Transport considers that the present method of collection is reasonably effective and thorough."

Is that the opinion of the Department of Transport today?—A. It is our opinion. It is substantially so but if you are to aim at 100 per cent licensing which, of course, we should legally do then we are not reaching every individual who has a radio set.

Q. And you still say that the present method of collection is reasonably effective and thorough?—A. I believe it to be reasonably effective and thorough because I think there is an economic limit beyond which we should not attempt to proceed. If it is going to cost, for example, to licence the very last private receiving station in the country or the last, say, 1,000, if that is going to cost us \$3.50 in order to bring in \$2.50 fee then I think we should stop somewhere.

Q. Well, isn't that a fact that it would cost more than you are collecting now to reach those who are not paying the fee—it would be more costly to

collect than it would yield in revenue?—A. I believe it would cost slightly more to collect them, yes, to give us the additional revenue we propose to collect proportionately.

Q. I am not talking about proportionately. That is a qualification you introduced in this last answer. I am asking you in the light of your previous answer if it is a fact that it would cost you more to collect the licence fee from those who are not now paying it than would be yielded in revenue?—A. I do not think it will, Mr. Fleming, because if we discontinue the use of our house canvassing organization the amount that we save in the commission will pay for the additional staff which we will take on to carry on the more intensive licensing campaign.

Q. Then, let us hear the next sentence from the Massey Report:

However, if the figures of the Dominion Bureau of Statistics are to be accepted, Canada's three and a half million private receiving sets which should be licensed ought to yield over eight and a half million a year in licence fees instead of something over five million.

Any comment to make on that part of the Massey Report?—A. Well, of course, that is based on the assumption that the Bureau of Statistics figures are exactly correct and I have no quarrel with the Dominion Bureau of Statistics but I feel that any method such as that on which these figures were based is open to question even the one made by ourselves in order to confirm the figures of the Bureau of Statistics.

Now, in the 1941 census the figures showed that we were approximately 83 per cent licensed but that most cities were close to 100 per cent but the loss was more apparent in the rural areas.

Now, in the 1946 prairie census of Manitoba, Saskatchewan and Alberta we found examples where there were radio sets in given cities reported by the bureau and the corresponding figures for our department were well over 100 per cent; in other words, if there were 90 homes reported by the Bureau of Statistics in that farm census we found maybe 100 or 105 licences.

Q. You had better than 100 per cent?—A. Yes.

By the Chairman:

Q. May I point out to you, Mr. Browne, that this section of the Massey Report mentions three and one half million private receiving sets and again I point out that it is not the set which is licensed; it is the station.—A. Quite so, Mr. Chairman, I quite see your point. The royal commission may have been under the impression that the set itself is licensed and not the station.

By Mr. Fleming:

Q. I do not think you are going to find any warrant in the report for that, Mr. Browne—you have read the report?—A. Oh yes, I have read it.

Q. You are not going to suggest seriously that the Massey Commission was under a misapprehension about the basis of licensing?—A. I believe we did in our evidence to the commission explain the licensing system but it is quite conceivable that they might have overlooked that, Mr. Fleming.

Q. Well, they did not say that. If you will point out any place where they showed any misapprehension on the basis of licensing I would be grateful if you could point it out. They are not saying that all these $8\frac{1}{2}$ million are $8\frac{1}{2}$ million different people.

The CHAIRMAN: No, but Mr. Fleming if there were five private receiving sets in the home then there would be only 700,000 people who had to take out licences.

MR. FLEMING: But how many people, Mr. Chairman, are in the position of having five radio sets? Take it across Canada. Isn't the Massey Commission rightly saying here there should be $8\frac{1}{2}$ million licences to which they are drawing attention—the very great discrepancy between the number of private receiving sets and the number of licences.

By Mr. Fleming:

Q. Have you anything more to say about that, Mr. Browne?—A. Of course, there is this also which may not have been taken into consideration in this report. There is the question of the obsolescence of sets. Many people discard sets when they purchase new sets and from the figures I have seen in some of the trade magazines the total of sets manufactured in Canada has been used in many cases and the areas' production is added on and nobody has taken any thought of the sets which would become obsolete.

Q. Well, whatever the view of the Massey Commission was you are not in too harmonious agreement with it, I take it, Mr. Browne?—A. Which part of the report do you mean, Mr. Fleming?

Q. I am speaking of paragraph 63, these two sentences that I have read?—A. Of course, the statement is hypothetical. Therefore, I do not see how I can answer.

Q. Well, the hypothesis is that the figures of the Dominion Bureau of Statistics are to be taken as correct. You said you had no quarrel with the Dominion Bureau of Statistics figures.

By Mr. Knowles:

Q. Are those figures for stations or sets?—A. I do not know. Well, Mr. Knowles, I was going to mention about a check which we made subsequent to the spot check on which I think those figures were based and which emanated from the Dominion Bureau of Statistics in connection with labour census taken in 1949. They made a spot check in 25,000 homes which indicated—and I think the figures correspond with these—that we were two-thirds licensed. Now, subsequently to that we made a check of 48,000 homes by our own permanent inspectors who are responsible for the conducting of our licensing campaign and the result of that spot check was that we were 95 per cent licensed.

Q. The difference might be between one group checking the number of radio sets no doubt and your group checking the number of homes that had radio sets?—A. Of course, I do not know the exact details of the labour census. I only had the figures issued.

By Mr. Fleming:

Q. Well, let us go at it from a different angle, Mr. Browne. Your appendix 1 showing the cost of collection of revenue from this source indicates that for 1950 and 1951 the total cost was 12·02 per cent of the gross amount collected?—A. Yes, I have that, Mr. Fleming.

Q. And parliament, you will recall, has appropriated something over \$700,000 this year to cover the cost of collection. You are familiar with that item, I think Mr. Browne?—A. Yes.

Q. And the sum expended in collecting has been rising year by year has it not?—A. Yes, it has.

Q. And you have indicated in recent answers that if expect to increase your collections in terms of proportion to those who ought to pay, your cost of collection is going to show a disproportionate rise, is that correct?—A. Well, as I say, I do not think the rise will be very great because we are going to save all the house to house commissions and the extra staff will be offset by that.

Q. You expect some rise in your percentage, I gather over-all?—A. Nothing substantial.

Q. You expect some?—A. Very slight, yes.

Q. You expect some?—A. Yes.

Q. All right, let us have your definition of "some". Have you gone into this to the point where you can give any estimate?—A. I estimate that our savings in commissions will be of the order of \$100,000 and I think that the cost of additional staff will be somewhere in the neighbourhood of \$108,500.

The CHAIRMAN: Mr. Fleming, if I may interrupt for just a minute, I see that it is 5.30, the hour at which we usually rise. I wonder if I might ask the committee to remain until we can finish with representative of the Department of Transport.

Mr. STICK: Mr. Chairman, I was on a committee this morning and another this afternoon and I am not going to stay until midnight.

The CHAIRMAN: We would like to finish with the representatives of the Department of Transport today so it would be a kindness if the committee would remain a while longer.

Mr. STICK: You set the time and we won't sit one minute beyond it.

Mr. RICHARD: Would you allow him to answer that point about the \$100,000? That publicity campaign would cost some money that was mentioned before.

By Mr. Fleming:

Q. Mr. Browne has already said that the further cost would be \$108,000. Does that cover everything?—A. That covers everything. We do not contemplate a very substantial increase for advertising. I think that is somewhere of the order of between \$5,000 and \$10,000.

Q. Do you seriously expect, Mr. Browne, that if you eliminate this house to house visitation by inspectors that you are going to come near making up that additional expenditure of \$100,000 on staff, that you are going to increase your percentage of collections out of the total of those who ought to be paying? —A. We have given this very serious consideration, Mr Chairman, and we feel that it will.

Q. I suppose time only can tell us?—A. Yes.

By Mr. Knowles:

Q. Could you say when it is intended to discontinue the use of house canvassing and going to the other practice?—A. At the commencement of the fiscal year we will terminate the services of the house to house canvassing organization as of the 31st of March.

Q. So that the licences available from April 1, 1952 will be purchased in the main at post offices?—A. That is right.

Mr. RICHARD: Mr. Fleming, would you allow me a question on that point.

By Mr. Richard:

Q. At the present time the only agency that has power to seek information from the householders is the house to house canvasser?—A. No, Mr. Richard, we have all the permanent inspectors.

Q. But they do not sell licences. I am talking about the sale of licences. The post office or radio dealers has no right to inquire from a person whether he has a licence or not and furnish that information to you?—A. No, the post office can issue licences only on demand.

Q. Before your licences were issued by people who went from door to door and had the power to ask: "Have you a radio licence?" and report on him if he had not. Now, do you think that allowing freedom to people to go to the post office and buy licences whether they want to or not will be taking

into account the fact that post office employees are not desirous of selling licences that you will collect as much information as you did from your house to house canvassers?—A. Well, it may be a little more difficult this first year but subsequent to that we feel that the system will work out.

Q. Then you can anticipate a drop in revenue in the first year of at least 25 per cent?—A. I do not think so because we will publicize the fact that we are going to drop house to house canvassers and the notice cards which will go out will have some information on them about it.

Q. Have you any arrangement with the post office whereby you are sure that those people will sell at the rate you are selling now and are very desirous of doing so?—A. Well, there has been no thought of changing the rate of commission allowed to any of the post offices.

Q. Those post offices have to accept your system. They might refuse to sell licences if they want to?—A. They are not obliged to, no.

Mr. KNOWLES: If they knew there were no vendors in the field they might be more interested in it.

By Mr. Murray:

Q. Well, would they sell them if parliament ordered them to do so?—A. I do not know what that status is of the accounting post offices in that regard. Of course, the staffed post offices would, I imagine, continue to issue the licences.

Q. Well, would not a rural post office take instructions from parliament?—A. The rural post offices are not obliged to sell licences.

Q. But I mean legislation might be brought forward to make it necessary for them to sell licences?—A. If such legislation were required. I do not know whether it would be simply a requirement of the Post Office Department itself without legislation. I do not know whether it would be necessary to have legislation.

By Mr. Richard:

Q. Don't you think you are just making a case for the post office, that they will sell all the radio licences in Canada and will control them? That is what it amounts to?—A. I cannot see why they should refuse, Mr. Richard, when they are going to get more business through a discontinuance of the other agencies.

By Mr. Fleming:

Q. Mr. Browne, who is responsible for the enforcement of payment of the fee?—A. The Department of Transport.

Q. Your department?—A. Yes.

Q. And is your department responsible for initiating all prosecutions?—A. That is correct.

Q. Would you look up appendix 8. I would like to ask you in the first place and direct your attention to the second and third columns. I see that in the fiscal year 1950-51 you apparently asked for leave to prosecute in 14,814 cases and prosecutions were authorized in 13,830 cases. What happened in the other 1,000 cases?—A. Some of them may have produced licences of which we were not notified. Some of them might have been dismissed for one reason or another. I cannot say that those are the main reasons I think for the difference.

Q. Well, are you notified as to the reason why your request for permission to prosecute is not granted?—A. We found, Mr. Fleming, I believe, that in those cases which were submitted by the inspectors that when the reports were checked in our receiving licence records these people were found to have licences.

Q. Do you not carry out that check before you recommend prosecution?—
A. Yes, we do.

Q. So those are eliminated before we get down to the 14,814 cases submitted, is that correct?—A. Well, the names which we receive are submitted by the inspectors in the field.

Q. Is that the figure of 14,814?—A. That is right.

Q. And you call them submitted?—A. Submitted by the field officers.

Q. Submitted by the field officers to whom?—A. To Ottawa, here, for checking against the central records.

Q. And the order which is issued in each case is issued in the minister's name?—A. Signed by the minister.

Q. And you have to have the permission of the minister to prosecute?—A. Yes.

Q. I notice that out of 14,814 cases which were submitted for permission to be prosecuted only 13,830 were prosecuted.—A. That is correct.

Q. Where can we get the information or the reason why you did not follow up with prosecutions in the other 1,000 cases? It should be available in Ottawa here in the Department of Transport, should it not?—A. We would have that information and we could produce it, but it would mean quite an extensive project. Have you in mind the full number, or any particular one?

Q. I am struck by the number. It may be that there is some explanation for all or some of this number of 1,000. I think it is important that we should have that information and should know how it came about that in 1,000 cases prosecution did not ensue.—A. I can get you the information but it will take a while to produce it because we would have to go through the files in 791 places which were checked.

Q. Is there no follow through of these cases?—A. In the main they were people who were found to be licensees, but at some former address, or people who had given a different name; and there may be some people also whose cases were dismissed by the courts.

Q. No, no. We will come to that later on. We are talking now about the authorization of prosecution. We have not got down to the stage of dismissal of prosecution yet.—A. Are you referring to the difference between the 13,000 odd and the 14,000 odd cases?

Q. Yes, the difference between the 13,000 and the 14,000, in the first two columns. 14,814 cases were submitted and only 13,830 prosecutions were authorized.—A. I am sorry. I thought you had left that. Well, the difference in that case is accounted for by the fact that when we checked the names submitted by the investigators with our records here, the names of those 1,000 people were found to be in order.

Q. You are stating that as a fact, that in all those cases it was found that there was no ground for prosecution?—A. That is correct.

Q. And that is the reason why no prosecution was authorized?—A. That is right. They were unable to produce their licences to the inspector when he visited them; they may have been mislaid.

Q. Then you are stating as a fact that there were no grounds for prosecution of those 1,000 cases?—A. That is right.

Mr. KNOWLES: And your department accepted as cases for prosecution only the 13,000 odd?

The WITNESS: That is right.

By Mr. Fleming:

Q. Are you satisfied, Mr. Browne, that there is an equal degree of enforcement in all provinces of Canada and in all parts of Canada?—A. To the

extent that the staff is available. We have in one or two places had vacancies, and we have had illness and factors of that kind which affected the work generally. But otherwise, the application has been uniform.

Q. Then your answer to my question is "yes", you are satisfied that there has been, subject to some temporary factors such as you mentioned, an equal degree of enforcement in all parts of Canada?—A. Yes, that is right.

Q. Does that apply equally to urban and to rural areas?—A. Yes, We do not concentrate on the rural areas in the late part of the year because the roads are then not passable, so we turn to the cities.

Q. You have got more than one-half of your prosecutions in the province of Ontario. Are we less law-abiding in Ontario than they are in other parts of Canada?

Mr. GAUTHIER (*Portneuf*): It has taken you quite a long time to find that out, Mr. Fleming.

The WITNESS: The returns are down, I will say, in certain parts of Ontario especially in southwestern Ontario along the border where it is more difficult to persuade people to take out licences because that area is adjacent to the United States where they do not operate under the same system that we do. I think that is one reason. Another reason, if I might continue, is that we have more permanent inspection offices in Ontario because of the population density.

By Mr. Fleming:

Q. Is your enforcement personnel equitably distributed across Canada?—A. I believe it is, when we consider the other duties which have to be carried out by the same staff, in connection with inspections of aircraft, ships, taxi operator stations, interference, and so on.

Q. Do you find in general that the effectiveness of enforcement depends to some extent on the size of your local staff?—A. I would not say so, no.

Q. Out of 14,814 cases there were convictions in 11,864 cases last year. Is that correct?—A. That is correct. That is the point I thought you had reached.

Q. And your fines in those cases aggregated \$35,000.—A. Yes.

Q. That is about \$3 per case, is it not?—A. It works out roughly at that, yes.

Q. Is that fine in addition to the payment for a licence fee?—A. Oh, yes.

Q. It is just a fine and nothing more?—A. It is just a fine and nothing more. The defendants are required to buy a licence in any case.

Q. And as to the costs, I take it that it comes down to this, that in a case of that kind, in a case of conviction, in the average case there is a fine of \$3 imposed, and about \$3 costs?—A. The costs vary, yes. The average cost will vary in different provinces.

Q. I am speaking of the average. In the average case for non-payment of a licence fee of \$2.50, in addition to the required payment of the licence fee, there is a fine of \$3 which is imposed, as well as a charge for costs which may vary from \$3 to \$3.50.—A. Yes. It seems to work out at that, approximately.

Q. I would now like to turn to another subject briefly. I want to ask a question about licensing. Mr. Browne, have there been any developments in regard to the method of licensing transmitting stations as between the Canadian Broadcasting Corporation and your department since the last meeting? Is there anything you have to tell us with respect to the question of licensing?—A. At the present time no new licences have been granted for new stations.

Q. Are there any cases where the Canadian Broadcasting Corporation has recommended the issuing of a licence, and where the department has not issued it?—A. I cannot recall a case since the committee last met.

Q. Then, conversely I take it there have been none issued against the recommendation of the Canadian Broadcasting Corporation?—A. No.

Q. And I take it also there has never been a case where the licence was issued without a favourable recommendation from the Canadian Broadcasting Corporation.—A. That is right.

By Mr. Hansell:

Q. Were there any applications made and not granted last year?—A. I think all applications and all recommendations from the Canadian Broadcasting Corporation board have been granted.

Q. That does not cover my question. Maybe you do not know the answer. Have any applications been made that have not been recommended? Maybe that is a proper question to put to the Canadian Broadcasting Corporation?—A. Let me answer you this way: there may have been some recommendations made to the department which the department has not submitted to the Canadian Broadcasting Corporation for a recommendation under a directive which has to be given to us.

Perhaps I might read into the record, Mr. Chairman, a letter which we have written to all the existing stations as follows:

I have to inform you that in view of the shortage of steel it has been established as policy, effective at once, that no more new licences for Private Commercial Broadcasting Stations in Canada will be issued, or authority for changes in existing stations granted, unless the prospective licensee can produce evidence that he has on hand the necessary steel required for the erection of the station and the antenna masts; or that he is acquiring the physical equipment of an existing station the licensee of which has obtained the permission of the Honourable the Minister to transfer the ownership of the said station, and no purchases of steel will be involved.

Q. That is purely on account of the steel shortage, Mr. Browne?—A. That is right.

By Mr. Fleming:

Q. Who signs that letter?—A. I sign that letter myself.

Q. On instructions of the government?—A. On instructions of the government.

Q. What is the date of it?—A. I believe it was February 10, but I have another copy of it here. Yes, it is dated February 10.

Q. 1951. My last question has to do with licensing for television. Have you received any further applications for television licenses since the committee met, when you were last before us, a year and a half ago?—A. I do not think we have received actual applications, Mr. Fleming, but we have had inquiries. And in reply to the inquiries we have informed the applicants of the situation in regard to steel and the position regarding the application for licenses generally, and that is all. We have had no formal applications in the form in which such are submitted.

Q. What answer have you given to inquiries made prior to February last when this directive came into effect with regard to steel?—A. I believe that we did then accept applications accompanied by the usual briefs and the completion of the forms with which such applications are submitted.

Q. And what did you do with them after you received them?—A. Before we received the directive on which this letter was based, I believe we referred them to the Canadian Broadcasting Corporation for a recommendation as required by the statute.

Q. And has the Canadian Broadcasting Corporation reported any of those applications back to you?—A. I would like to refresh my memory as to how many.

Mr. GAUTHIER (*Portneuf*): Is the case over yet? If so, I would like to ask a question.

The CHAIRMAN: Order.

The WITNESS: I would prefer to check our files on that before giving you a definite answer, Mr. Fleming.

By Mr. Fleming:

Q. Will you produce then a list of all the applications which you have received at any time for television licenses?

The CHAIRMAN: At any time?

By Mr. Fleming:

Q. I think it means going back probably about 4 years.—A. That would be before the last committee met.

Q. Yes. I would like to have a complete list of the applications received and a statement of what you have done with them. I understand that in every case you referred them to the Canadian Broadcasting Corporation.—A. Prior to this directive, prior to February.

Q. Yes, prior to February and this directive, do you recall whether the Canadian Broadcasting Corporation ever reported back on any application which was referred to them by your department?—A. It seems to me that there was a decision of the Board of Governors which issued, and I would take it that it was a blanket decision of policy. Perhaps I might be corrected on that point by Mr. Dunton.

Q. I ask you whether the Canadian Broadcasting Corporation has ever reported back to you on any application for a television license which you referred to them?—A. I am sure they did report back to the department.

Q. Would you have your report then cover that point as well so that we may know what disposition has been made of each application for a television licence, and so that we may have the whole story before us?

Mr. MURRAY: Is that for a receiving licence?

Mr. FLEMING: No, for a sending licence.

The CHAIRMAN: It will not be necessary for Mr. Browne to return with that. He will send it to the clerk of the committee.

Mr. FLEMING: I do not think it would be necessary. I fancy that the Canadian Broadcasting Corporation would be able to give us that information or answer any questions which might arise from the report.

The CHAIRMAN: Thank you.

By Mr. Fleming:

Q. One other thing, Mr. Browne; how many people do you expect to have to take on your staff in consequence of this change of policy in regard to the collection of radio licence fees?—A. I assume that we will take on 42 people in the field, and 8 people in our central records office here.

Q. That will be 50 full time people?

By Mr. Murray:

Q. What qualifications will they require?—A. I think they will be in one of the principal clerical brackets, preferably with some little technical knowledge of radio if possible.

Q. They will be civil service appointments, of course?—A. Yes, they will be civil service appointments, but they would be trained, of course, by our permanent inspectors before going into the field by themselves.

Mr. GAUTHIER (*Portneuf*): And they will all be civil service appointees?

The WITNESS: That is correct, yes.

Mr. MURRAY: And some will be appointed to different parts of the nation?

The WITNESS: That is, throughout Canada, yes. They will be attached to one or other of our 24 permanent offices.

By Mr. Fleming:

Q. What will the estimated payroll cost, for the addition to your staff in a full year?—A. I believe it is in the order of \$100,000.

Mr. STICK: I move we adjourn, Mr. Chairman.

The CHAIRMAN: Well, I hope that we can finish. We have finished with the representatives of the Department of Transport?

Mr. FLEMING: How long would it take, Mr. Browne, to bring that statement?

The WITNESS: I will try to have it tomorrow.

Mr. HANSELL: Mr. Chairman, is this document going to be marked in evidence as an appendix?

The CHAIRMAN: I understood that was the case, Mr. Hansell.

Mr. HANSELL: Well, if it is, I wonder if the committee would care to also accept a letter which I received from Mr. Allard which I requested by a letter which I wrote him in respect to the amplification of his answer concerning radio channels. It is only a short letter, two pages.

The CHAIRMAN: In answer to a question of yours, Mr. Hansell?

Mr. HANSELL: I asked him a question concerning the number of radio channels and the expansion of radio silence to provide us with more channels and it was a little difficult for me to understand him so I wrote him a letter and asked him to amplify it and he has done so.

The CHAIRMAN: Is that agreed, gentlemen?

Agreed.

Mr. MURRAY: Mr. Chairman, has the Fitzgerald letter or telegram been disposed of?

The CHAIRMAN: We have not got back to our discussion of the C.B.C., Mr. Murray.

Thank you very much, Mr. Browne, for appearing before us today and please convey our thanks to your associates who are here.

Gentlemen, shall we meet tomorrow? I might say that industrial relations is going on at 9.30, combines at 10.30 o'clock and in the afternoon public accounts. Would it be your wish to meet tomorrow morning at 11.00?

Agreed.

Mr. FLEMING: Better make it tomorrow night, I think.

The committee adjourned.

THE CANADIAN ASSOCIATION OF BROADCASTERS

Ottawa, Canada
4th December, 1951.

W. A. Robinson, Esq., M.P.,
Chairman,
Special Committee on Radio Broadcasting,
House of Commons,
Ottawa, Canada.

Dear Mr. Robinson:

Further to a request by a member of your Committee, I should like to quote the following extract taken from the Minutes of the Annual Meeting of the Canadian Association of Broadcasters held in Quebec City, P. Q., 27th February, 1951:—

“That the general meeting endorses all of the actions taken to date by the Committee and the Board of Directors with regard to the Royal Commission on radio and re-confirms the activities of the Association with regard to these matters, requesting that the Board shall continue to press for the requests that we made of the Royal Commission Committee and that the Royal Commission Committee be hereby re-appointed for the coming year.”

It should be noted that the so-called Royal Commission Committee was appointed to handle continuing policy in this matter since, over the two-year period it had necessarily been in existence, this Committee had developed a wide background of information and experience that obviously qualified it for these purposes in spite of the rather inappropriate name.

The policy matters contained in our recent brief to your Committee are, in substance, the same as policy matters contained in our various submissions to the Massey Commission.

Additionally, it should be noted that the brief presented to your Committee was approved by mail by our Board of Directors before our appearance before your Committee, and that the brief was again examined and approved by a meeting of our Board of Directors held in Ottawa on Monday, November 26th, 1951.

It also occurred to us that your Committee might be interested in the present reaction of our member stations, even though their concurrence in these matters had already been obtained. We therefore took the liberty of wiring all our member stations and asking for their comments on the brief. I attach hereto, for the inspection of your Committee if desired, original telegrams indicating unqualified approval of the brief presented to you by 97 of our 105 member stations. I refer you particularly to the wire from our French language stations in the Province of Quebec, who were holding a regional meeting on Friday, November 30th, in Quebec City and which reads as follows:—

“Quebec Province members in session assembled today at Chateau Frontenac unanimously re-endorsed brief presented to Parliamentary Committee by Canadian Association of Broadcasters and have decided upon campaign to enlarge CAB membership in Quebec especially since present percentage of non-membership not due largely to disagreement on general policy but because of matters having purely local overtones.”

It will be noted that some of these people also wired individually as added indication of approval and support, and that we have unanimous endorsement in this connection.

We also received one wire from CFCL in Timmins, which station goes on the air December 1st, 1951, reading to the effect that as the station's owners did not yet have enough knowledge or background of the broadcasting business to effectively comment on the brief, they wished to withhold any comment for the time being.

We also received three qualified approvals and one outright disapproval, which are also attached and located, for your convenience, at the top of the enclosed bundle of wires.

One of the qualified approvals is from Mrs. Mary Sutherland, until recently a member of CBC's Board of Governors and more lately, manager of broadcasting station CHUB, Nanaimo, B.C. This wire reads as follows: "Sorry cannot be in complete accord stop alleged parallel with newspapers overdrawn. Discussion re talent not too local. Inference on page seventeen not compatible with reference in Canadian Broadcasting Act."

Second of these qualified approvals comes from Mr. J. R. Radford, formerly Director of Station Relations for the CBC and now manager of CFJR, Brockville, Ontario. This reads: "Your telegram poses somewhat of problem. As you are aware am apprehensive about separate regulatory board and certain aspects privately operated networks. Many other points seem well presented."

The third qualified approval comes from the London Free Press station, CFPL, London, Ontario, and reads as follows:—"Although we are not in agreement with some of the recommendations within the CAB brief to Parliamentary Committee we have no objection to presentation of brief if it represents the majority thinking of CAB members."

The single disapproval comes from CHSJ, the station of the St. John, New Brunswick, Times Telegraph, and reads as follows: "There are a number of things in your brief we cannot agree with, therefore we do not approve of brief."

To summarize, we have 97 unqualified approvals, many of them enthusiastic 3 qualified approvals, 1 disapproval and one which can perhaps best be described as "No comment".

I expect to hear from the remaining three stations shortly, but desired to get this information into your hands now.

I should like once again to express, on behalf of our entire membership, our sincere thanks to you and, through you, to your Committee for the courtesy and consideration we have received from you.

Sincerely yours,

T. J. ALLARD
General Manager

BRIEFS

By

CANADIAN MARCONI COMPANY

(DECEMBER 1, 1951.)

In this Brief, Canadian Marconi Company in

PART I

Reviews certain points already covered in the submission of the Canadian Association of Broadcasters, believing them to be of sufficient importance to warrant such emphasis.

In

PART II

Makes four specific recommendations:

- (A) In the matter of elimination of electrical interference.
- (B) Suggests that programme services be set up and judged on the basis of over-all service to listeners of given areas.
- (C) That the Australian Broadcasting System be studied and its suitability for Canada well noted.
- (D) That there be created, at least as an interim measure, a Joint Operating Committee made up of C.B.C. and Private Station representatives to provide improved liaison between these two elements in Canadian broadcasting.

PART I

1. Canadian Marconi Company, which established and still operates the first broadcasting station in Canada and which has also engaged in the development, manufacture and operation of equipment in virtually all fields of electronic communication since 1902, seeks through this Brief, to make a constructive contribution to the deliberations of the committee.

2. Having observed the attention your committee paid to the material submitted recently by the Canadian Association of Broadcasters, we believe no useful purpose would be served by our repeating any substantial amount of background information already so well expressed by the C.A.B. We will, therefore, merely underline some of their statements which we believe to be of fundamental importance to proper assessment of Canadian broadcasting and its future, while confining elaboration to those matters we believe have not been previously covered in discussions of this committee.

3. The fallacy that listeners resident at points distant from major population centres were neglected is stated by the Massey commission at page 25 of its report. This matter was brought out by the C.A.B. and should the committee wish to pursue it, a chronological list of the original dates of broadcasting licences issued, which we assume is a matter of record at the Department of Transport, would at once set at rest any doubts. This point is important for the report wrongly accuses citizens in small communities of having less enterprise than those in large centres. It also suggests that private broadcasters in general have neglected a vitally-important element of our population —which is not true, either of the pioneer days or of the present.

4. The Massey Commission, at page 24 of its report, refers to the "strident commercialism" of the early days of Canadian broadcasting. As active participants in broadcasting from the earliest days down to the present, we report quite different recollections. The fact is that there was so little advertising revenue until the early 1930's that most stations were kept in existence only by the interest of enthusiasts. Enough people were willing to devote their energies with little thought of recompense, to enable others to cover the costs of unavoidable expense and so keep the enterprise alive. In our own case, we covered losses on our broadcasting operation out of other revenues for years and, in addition, through credit arrangements on capital equipment helped other broadcasters to establish and maintain services in other communities. The problem was not too much commercialism, but rather how to get enough revenue barely to cover direct costs of the most carefully handled operation. Thus, any implication that the private broadcasters were ready to neglect community responsibilities for purely commercial considerations cannot be supported—the fact is the private broadcasters created broadcasting in this country at very heavy cost and that their existence and expansion in the last twenty years have been possible only because they have, by their service and practices, gained and held the support of the communities which they serve.

5. At pages 23 and 24, the Massey report refers to the reliance of Canadian stations on foreign program sources. Again, this simply is not the case. Canadian broadcasting had no American affiliation until approximately 1930, eleven years after it started. There were never more Canadian stations with American network affiliations than today. Of the one hundred and thirty-five private stations, we find only CKLW Windsor, CFRB Toronto, CKAC and CFCC Montreal with regular affiliation with one or other of the major American networks, though CKAC, being primarily a French station, uses little U.S. network material. CJAD in Montreal has partial affiliation. We also find that the C.B.C. has three stations with U.S. network affiliation—CBL and CJBC in Toronto and CBM in Montreal. We believe that this statement is worthy of mention since it suggests that there is a desire on the part of Canadian broadcasters to disregard national considerations and to compromise our heritage—the facts of the matter lie in quite the opposite direction.

6. At page 26, the Massey report states that the private stations pay nothing for C.B.C. network programs. This matter has already been covered by the C.A.B. submission, so we do not enlarge upon it other than to express the hope that the members of the parliamentary committee have gained a clear picture of the actual situation which is very definitely at variance with the Massey commission report.

7. Almost any discussion of the fundamentals of broadcasting will turn up the matter of the "scarcity" of channels. True, there is not an unlimited number, but our whole experience tells us that there is, in fact, no scarcity when we think in terms of "usefulness". The majority of Canadians can hear many stations, therefore they have freedom of choice in their listening, and those who would broadcast have a choice of outlets. Those areas of Canada now most thickly populated and close to the international border could accommodate very few additional stations—but scores of stations already exist in those areas. On the other hand, where listeners can hear but two or three stations, there is room for more. In these areas frequencies are available, but there is lack of economic justification for more stations. The "scarcity", in practical terms of service to listeners, is economic—it is not technical. The question as to how many channels are available in any area could only be properly answered after a long and expensive engineering survey, but it can

confidently be stated that enough exist to serve the need. We respectfully direct the attention of the Committee to this factor of channel availability, since it is a vital and basic consideration in almost any broad planning of broadcasting. It is by no means a basis for restricting the development of either broadcasting or television.

PART II

8. While there are other basic considerations of prime importance, we believe they have already been brought forward with considerable strength, and we would now like to make four recommendations:

9. (A) We see little point in broadcasters, either public or private, devoting energy and money to the creation of a good broadcasting service if their efforts are to be nullified by avoidable electrical interference. Nearly all such interference is controllable and can be eliminated. The situation is, however, that one person who will not bother to have the blower on his furnace properly taken care of can spoil radio listening for scores or even hundreds of neighbours—and that is only one example. We have noted with regret that the effort to eliminate radio interference has considerably slackened during recent years, and now we are apprehensive about the amendment to the Broadcasting Act which may eliminate this highly-necessary activity. Even if only as a protection for the substantial further investment of public funds now contemplated for the C.B.C.—though it goes farther of course—we strongly urge most careful consideration of this matter. Our recommendation is that all necessary enabling power, both legislative and financial, be accorded the appropriate branch of the Department of Transport, so it can initiate and maintain an extensive campaign to eliminate radio interference. Only in this way can the majority be protected from the selfish or careless few who, for a nominal expenditure in most cases, could eliminate serious annoyance to so many others and indeed a considerable waste of energy and money.

10. (B) Our second recommendation has to do with the Canadian broadcasting structure. In this we could request the Committee that it approach this matter from a new direction by thinking in terms of over-all service to listeners of a given area, rather than in terms of a particular program or the service of one particular station. We believe that, within reason of course, it is not too important what a particular station may be doing at a given time, provided the listener in that area can turn to quite different program fare if he chooses so to do. We believe that the Broadcasting Authority should, in checking broadcast service, treat the matter in terms of how many different and useful services may be available to a listener and to base their comments and criticisms upon this consideration. This means that broadcasters, public and private, should be enabled and encouraged each to concentrate on different elements of community services and other programming to the good of all. Programs directed particularly to minority groups will thus be created by broadcasting station staffs with a steadily-increasing knowledge of the persons and the subjects. Thus, broadcasters not only do more efficient work in areas of human knowledge somewhat remote from average daily experience, but by attractive and informed presentation, they excite the interest of those whose intellectual experience falls short of much that can lead to the broader enjoyment of life. We are doing this now—in close co-operation with "Home and School" and educational authorities of our province. Another Montreal station is doing less formal work in the field of extra-curricular interests of young people—yet another has worked very closely for years with certain religious authorities. Another (it would probably require to be a French station in Montreal) could very easily build up considerable experience in the field of

agriculture—and so on. We would find one approach to these matters in the case of the private stations—yet another in the case of the C.B.C., and we have no doubt both would be interesting. It is all of interest to what we believe should be an increasing audience and so we channel and bring some system into the presently rather loose effort being made to mould community broadcasting and build Canadianism. We hold that there is no useful purpose served in telling a station that it must have more “live talent”—that it is low in agricultural content—and so on. Many small communities lack live talent in terms of tenors or sopranos, but the local Little Theatre is really something to feature and encourage. All private stations do this sort of thing and they do it out of intimate knowledge of their own communities—their resources, needs and wishes. No centralized authority, removed from the local scene by distance and outlook, can make these decisions in detail—they can, however, make sure the over-all job is done, and this is a way of doing it that is presently not used.

11. (C) Down through the years a considerable number of able people have made careful studies of broadcasting systems, but we believe that too many of them have stopped at Canada, the United States and the United Kingdom. We urge that this committee have in mind another country whose stage of national development, physical size, the numbers and distribution of its population and much of its basic philosophy are much nearer our own—Australia. Over the years Australia has developed a system of broadcasting that suits our situation better than the one we have at present and better than an adoption of either the British or American system would do.

12. In Australia, the broadcasting system consists of three elements. There is a State-owned broadcasting organization, which is called the Australian Broadcasting Commission, and is in all important aspects directly comparable with the British Broadcasting Corporation. It is devoted to the task of national broadcasting in its best sense, it is wholly financed by listeners' licence fees and Government grants and it carries no commercial broadcast. The listener's fee is twenty shillings, roughly equivalent to our \$2.50, if one lives within two hundred and fifty miles of an A.B.C. station—fifteen shillings beyond that distance.

13. The second element, operating entirely independently and maintaining its existence by commercial ability, is a number of what we term Private Stations. Their operation might fairly be stated to be the same, administratively, as the U.S. stations. They have their own Networks and so on. Thus the listener has a basic choice of commercial or non-commercial broadcasting, which he makes by merely turning his dial. He also has a further choice because of the variety of commercial programs, and often two non-commercial services. Further—and this is at least as important—there is ample opportunity for freedom of expression. No one seeking broadcasting opportunity has to curry favour, accept regimentation or suffer the fate of being crowded out of an opportunity on the air—he has several places to go.

14. The third element in Australian broadcasting is what we term a Separate Regulatory Body. This Authority is, in general, the custodian of the public interest and its function is to see that the whole of the public interest is adequately served, partly by restriction, but, as may be discovered by reading their Second Annual Report—which was recently published—at least as much by encouraging all broadcasters to maximum use of their potentialities. This body is separate from both the State and Private Broadcasting Bodies and has authority over both of them—a most interesting expression of the “check and balance” system of true democracy. It might be of value

in passing to note that this Board was created by the former Labour Government and has been continued by the present Government. So much has already been said about a Separate Regulatory Body for Canada that we do not wish to labour the matter. May we just say that we believe it is a prime essential in the interests of better service to listeners—better broadcasting—to lessen the vulnerability of the present structure to autocratic control or action. In recommending a Separate Regulatory Body, Dr. Surveyer said it was a matter of "elemental equity"—we agree. Despite diligent inquiry, we have yet to have revealed to us one supportable reason why Canada should not have such a Board, nor indeed why we have no television, why frequency modulation broadcasting was held under wraps for so long—and why it was necessary to have a recommendation from a Parliamentary Committee before Private Stations could exceed one thousand watts output power.

15. (D) Finally, we wish to propose as a desirable interim measure which might become a recommendation of your Committee the establishment of a Joint Operating Committee as a working, continuing liaison between the C.B.C. and the Private Stations. We see with regret a widening gulf between the C.B.C. and the Private Stations in matters of day-to-day operation. This can perhaps best be illustrated by noting that there has been no organized meeting or conference between the Private Stations comprising the C.B.C. Networks and the responsible officers of those Networks for about two years. In the case of the Dominion Network, of which we are an affiliate, we have repeatedly requested such meetings—without success. While a few member stations in this Network have had discussions with C.B.C. officers on occasion—and upon short notice—the meetings were incomplete as to representation and not formally prepared. We believe that such meetings, while not entirely without merit, did not, in fact, serve anything like the useful purpose that proper liaison implies for both the Networks and the affiliates. Even though this lack of liaison may have sprung from overloading of C.B.C. officials, it must be pointed out that the affiliated station officials are at least as busy and, in any event, the need is too urgent to be avoided; however, from whatever cause the lack of liaison may spring, there are at least two unfortunate results:

- (i) The stations are left too much in the dark regarding C.B.C. problems and plans; and
- (ii) The C.B.C. officials cannot help but be isolated from an up-to-date knowledge of field conditions, which knowledge would very willingly be supplied by the operating officials of the affiliated stations, who are at daily grips with—and between them can very completely describe—the whole gamut of Canadian opinion, reaction, aspiration and need.

16. We feel strongly enough about this need for a closer and continuing working liaison between centralized programming and operating officials of the C.B.C. and the station operators, that we request your Committee seriously to consider making an implementing recommendation.

17. Therefore, we suggest that there be created a Joint Operating Committee, consisting of three members to be appointed by the Board of Governors of the C.B.C. and three private broadcasters. One each of these latter would be selected by the Dominion and Trans-Canada Networks affiliates and the third by Private Stations not affiliated with the C.B.C.

18. It is further suggested that there be a definite recommendation that this Joint Operating Committee meet not less than ten times annually and that, as far as possible, the dates and sites of their Meetings be made coincident with those of the Board of Governors of the C.B.C.

19. The Chairman of the Joint Operating Committee would be elected by the members of the Committee from their own number for a period of, say, six months, so as to provide for proper rotation of this important function. Members of the Committee would normally serve for a term of one year, would not be eligible to act for two terms consecutively, but might be appointed or elected for subsequent terms. In the case of the initial membership of the Committee, arrangements should be made for appointments of varying duration to provide for continuity, combined with continued refreshment of the Committee by the introduction of new members.

20. The function of the Committee would be to improve and promote liaison between C.B.C. and the Private Stations, to act as a clearing house for operating problems and to make recommendations or representations to the Board of Governors of the C.B.C. in accordance with the experience and views of the Committee and its constituents. The Committee might also be called upon to study any matters which the Board of Governors of the C.B.C. might refer to it for consideration and advice.

21. It is our thought that the members of the Committee would serve without recompense.

22. The Committee, as above described, would not have the powers, nor would it take the place, of the Separate Regulatory Body which has been recommended. The Committee would, however, in our opinion, be a definite step toward a freer and more effective exchange of ideas between the National Body in its operating capacity, the National Body in its regulatory capacity and the Private Broadcasters.

23. It is our sincere belief that the Committee, constituted as proposed above, can, by increasing mutual understanding, enable Canadian broadcasting to avoid many of the difficulties which have existed in the past and, above all, the Committee would be a creative influence which could not help but improve over-all broadcasting service to Canadian listeners.

CONCLUSION

We are most grateful to the Parliamentary Committee for providing us with this opportunity to present our views and stand ready to be of any further service which the Committee may require of us.

APPENDIX III**DEPARTMENT OF TRANSPORT****Air Services, Telecommunications Division***Statistics for Special Committee of the House of Commons on
Radio Broadcasting**(letter and appendices a to i)***Mr. Chairman:**

In coming before this Committee this year, it is not my intention to go into detail regarding the organization and operations of the Telecommunications Division in respect to radio broadcasting, inasmuch as this matter has been covered at length in my submissions to previous Parliamentary Radio Broadcasting Committees. I am, however, depositing with the Committee the usual statistics giving a picture of receiving licence issues and the costs involved. These will be found in the appendices which follow.

Particulars of broadcasting stations are embodied in a separate document which includes a list of existing broadcasting stations together with changes and additions which have taken place since the 1950 Committee.

G. C. W. BROWNE,
Controller of Telecommunications.

December 6th, 1951.

APPENDIX A**ISSUE
RADIO RECEIVING LICENCES**

Fiscal Year	Number of Licences Issued		Total Revenue Including Commissions	Cost of Collection Percentage of Revenue	
	Paid	Free		Com- missions	Adminis- tration
1943-44.....	1,763,004	7,896	\$4,288,882.23	7.13	5.37
1944-45.....	1,750,725	8,375	4,267,325.37	7.13	5.09
1945-46.....	1,745,916	8,435	4,260,379.14	6.93	5.45
1946-47.....	1,798,893	8,931	4,406,964.34	6.97	5.39
1947-48.....	1,933,351	10,676	4,725,191.11	6.91	5.16
1948-49.....	2,045,017	12,782	5,012,324.65	6.82	5.38
1949-50.....	2,161,635	15,810	5,321,006.53	6.23	5.74
1950-51.....	2,194,379	18,056	5,412,693.31	6.59	5.43

October 1, 1951.

APPENDIX B

PRIVATE RECEIVING STATION LICENCES
ISSUES BY PROVINCES

Licence Issues by Provinces	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51
British Columbia.....	157,060	162,655	165,281	168,950	173,097	181,821	186,108	187,142
Alberta.....	128,950	130,209	121,295	125,289	131,849	134,666	147,132	157,345
Saskatchewan.....	128,754	129,298	126,002	129,447	135,095	155,177	164,751	164,070
Manitoba.....	110,249	106,144	107,343	108,985	118,823	126,586	135,582	125,371
Ontario.....	647,167	627,348	607,968	628,075	677,299	704,993	715,290	708,012
Quebec.....	455,053	456,825	479,852	491,823	534,797	567,257	616,200	635,002
Nova Scotia.....	79,887	82,694	80,739	67,043	91,940	99,477	102,927	105,317
New Brunswick.....	52,698	53,240	55,043	57,159	68,484	75,559	76,581	74,418
Prince Edward Island.....	10,583	10,228	10,346	10,626	12,173	11,825	11,152	10,862
Newfoundland.....	.....	.....	.....	.....	.....	.....	21,323	44,483
Yukon and Northwest Territories.....	499	459	462	427	470	438	399	413
	1,770,900	1,759,100	1,754,351	1,807,824	1,944,027	2,057,799	2,177,445	2,212,435
Percentage of increase or decrease	2.4%+	1.3%—	0.3%—	3%+	7%+	6%+	5.5%+	1.6%+

October 1, 1951.

1950-51

Receiving Station Licences Issued—Percentage Breakdown by Provinces

Ontario	32·06	Nova Scotia	4·80
Quebec	28·30	New Brunswick	3·42
British Columbia	8·49	Newfoundland	2·04
Saskatchewan	7·48	Prince Edward Island .....	.50
Alberta	7·18	Yukon and N.W.T. .....	.02
Manitoba	5·71		

Private Receiving Station Licences Issued during Fiscal Year 1950-1951
Percentage of Issues by Months

April, May	1,044,847	47·2 per cent
June	474,779	21·5 per cent
July	189,900	8·6 per cent
August	163,561	7·4 per cent
September	96,721	4·4 per cent
October	89,757	4·1 per cent
November	52,771	2·4 per cent
December	33,483	1·5 per cent
January	32,121	1·4 per cent
February	15,809	0·7 per cent
March	18,686	0·8 per cent
Total	2,212,435	100 per cent

APPENDIX C

PRIVATE RECEIVING STATION LICENCES
REVENUE BY PROVINCES

Revenue by Provinces	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
British Columbia.....	358,474 79	372,408 11	378,743 95	385,514 00	397,415 24	420,029 93	432,175 70	433,841 29
Alberta.....	274,138 50	278,014 47	261,010 25	269,625 87	286,330 18	295,166 28	326,788 90	353,396 27
Saskatchewan.....	264,056 15	267,069 84	260,777 46	268,390 51	284,294 75	327,024 41	354,786 80	357,840 00
Manitoba.....	241,191 17	233,781 02	234,732 12	243,904 55	264,395 05	283,526 88	307,178 80	285,959 57
Ontario.....	1,482,491 23	1,436,984 10	1,396,386 83	1,454,030 75	1,556,958 42	1,623,734 19	1,660,220 58	1,642,595 02
Quebec.....	1,044,229 66	1,047,982 75	1,106,823 69	1,132,791 09	1,226,061 18	1,302,235 31	1,428,880 90	1,478,064 49
Nova Scotia.....	178,472 21	185,603 52	181,150 30	194,769 41	205,814 15	224,356 91	235,461 30	241,383 33
New Brunswick.....	117,402 84	119,492 70	122,858 15	128,024 47	152,316 03	168,974 97	173,718 69	169,209 78
Prince Edward Island.....	21,520 66	21,008 74	21,257 53	21,944 58	25,025 76	24,475 75	23,201 50	19,496 00
Newfoundland.....	935 67	855 97	862 96	799 91	885 10	818 02	46,163 55	94,394 35
Yukon and Northwest Territories.....	3,982,912 88	3,963,201 22	3,964,603 24	4,099,795 14	4,398,495 86	4,670,342 65	4,989,354 33	5,076,997 96
Percentage of increase or decrease.....	2.4%+	0.5%-		No appreciable change	7.0%+	6.0%+	6.4%+	1.4%+

October 1, 1951.

1950-51

Receiving Station Licence Revenue Percentage Breakdown by Provinces

Ontario	32.40
Quebec	29.14
British Columbia	8.56
Saskatchewan	7.07
Alberta	6.99
Manitoba	5.66
Nova Scotia	4.57
New Brunswick	3.34
Newfoundland	1.86
Prince Edward Island .....	.39
Yukon and N.W.T. ....	.02

APPENDIX D

SUMMARY OF MONEY'S RECEIVED AND PAID TO THE C.B.C. AS PROVIDED FOR IN SECTION 14 (1) (a) OF THE CANADIAN BROADCASTING ACT, 1936

Fiscal Years 1943-44 to 1946-47

	Receiving Licence Fees	Commercial Broadcasting Licence Fees			Total Revenue	Less Administration	Cost of Administration	Revenue Accruing to the C.B.C.		
		\$	cts.	\$				\$	cts.	Amount	Increase or Decrease
1943-44.....	\$ 3,982,912.88	35,150.00	4,018,062.88		\$ 230,176.37	3,787,886.51	+	86,196.17		+ 2.3%
1944-45.....	3,963,201.22		4,000,801.22		217,348.60	3,783,452.62	-	4,433.79		- 0.1%
1945-46.....	3,964,603.24		4,005,103.24		231,818.48	3,773,284.76	-	10,167.86		- 0.3%
1946-47.....	4,099,795.14		4,143,345.14		237,503.97	3,905,841.17	+	132,556.31		+ 3.4%

On July 17th, 1947, Section 14 (1) of *The Canadian Broadcasting Act, 1936*, was amended to read as follows:—“The Minister of Finance shall deposit from time to time in the Bank of Canada or in a chartered bank to be designated by him to the credit of the Corporation:—(a) the gross amount of the moneys received in each year from licence fees in respect of private receiving licences and private station broadcasting licences without deducting therefrom any costs of collection or administration; (b)...; (c)...” Commencing April 1st, 1947, the costs of collection have been paid by the Department.

Fiscal Years 1947-48 to 1950-51

	Receiving Licence Fees	Commercial Broadcasting Licence Fees			Total Revenue	Plus Commissions	\$	cts.	Revenue Accruing to the C.B.C.		
		\$	cts.	\$					\$	cts.	%
1947-48.....	\$ 4,398,495.86		73,100.00	4,471,595.86	\$ 326,965.25	4,798,291.11	+	892,450.04		+ 18.6%	
1948-49.....	4,670,342.65		125,300.00	4,795,642.65	341,982.00	5,137,624.65	+	339,333.54		+ 6.6%	
1949-50.....	4,989,354.33		153,700.00	5,143,054.33	331,652.20	5,474,706.53	+	337,081.88		+ 6.5%	
1950-51.....	5,076,997.96		159,300.00	5,236,297.96	335,693.35	5,571,991.31	+	97,284.78		+ 1.7%	

1950-51

Moneys Paid to the C.B.C. as Provided for in Section 14 (1) (a) of the Canadian Broadcasting Act, 1936, Percentage Breakdown

Receiving Licence Fees	91.12
Commissions	6.02
Commercial Br. Lic. Fees	2.86

Revenue accruing to the Canadian Broadcasting Corporation from the collection of Receiving Licence and Commercial Broadcasting Licence fees during the fiscal years 1936-37 to 1950-51.

1936-37	\$ 1,789,259.30
1937-38	1,896,812.64
1938-39	2,652,186.15
1939-40	2,907,712.97
1940-41	3,139,152.10
1941-42	3,485,331.92
1942-43	3,701,690.24
1943-44	3,787,886.51
1944-45	3,783,452.62
1945-46	3,773,284.76
1946-47	3,905,841.17
1947-48	4,798,291.11
1948-49	5,137,624.65
1949-50	5,474,706.53
1950-51	5,571,991.31

APPENDIX E

SUMMARY OF COSTS OF COLLECTING RECEIVING LICENCE FEES

Fiscal Years 1943-44 to 1946-47

Department of Transport Costs

	Salaries of Staff	Rental of Mechanized Equipment for Recording Licences	Printing and Stationery	Miscel- laneous (2)	Total D.O.T. Costs	Other Costs (3)	Total Costs of Collection
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1943-44.....	153,809 84	10,662 00	6,698 79	18,203 95	10,395 47	199,770 05	30,406 32
1944-45.....	152,597 65	10,712 00	6,337 44	8,658 75	9,916 08	188,211 92	29,136 68
1945-46.....	156,791 35	10,737 00	6,511 40	17,338 55	11,183 78	202,362 08	29,256 40
1946-47.....	172,907 27	10,950 50	7,794 37	2,353 84	12,382 42	206,388 40	31,115 57
							237,503 97

Fiscal Years 1947-48 to 1950-51

	Salaries of Staff	Rental of Mechanized Equipment for Recording Licences	Printing and Stationery	Miscel- laneous (2)	Total D.O.T. Costs	Commissions	Total Costs of Collection
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
1947-48.....	189,436 96	13,566 50	9,380 67	19,419 62	12,006 55	243,810 30	326,695 25
1948-49.....	214,539 36	14,731 00	10,550 63	16,346 84	13,768 93	269,936 76	341,982 00
1949-50.....	244,207 90	14,826 00	16,475 06	16,951 77	13,268 34	305,729 07	331,652 20
1950-51.....	261,183 06	14,826 00	16,845 57	34,004 01	13,227 83	340,086 47	335,693 35
							675,779 82

(1) Includes printing of notice cards and all other printed forms other than the actual licences, and the purchase of all stationery including record cards used in connection with the mechanized equipment. Also, included under this heading is purchase and repair of ordinary office machinery such as typewriters and adding machines.

(2) Includes delivery charges such as postage, express, etc., money order fees covering remittances from postmasters, telephones and telegrams, bonding of employees and unforeseen incidentals.

(3) Includes all costs additional to direct Department of Transport costs, such as salaries of the staff of the Treasury Office serving the Department, who are engaged on licence work, and rental of space occupied by the Receiving Licence Section of the Telecommunications Division.

(October 1, 1951).

1950-51

*Costs of Collecting Receiving Station Licence Fees
Percentage Breakdown*

Commissions	49·68
Salaries	38·65
Printing and Stationery	7·53
Mechanized Equipment	2·19
Miscellaneous	1·95

APPENDIX F

ISSUERS

PRIVATE RECEIVING STATION LICENCES

Commissions Paid to Issuers:

Year	Total Commission Paid	Average Commission per licence
1943-44.....	305,969 35	17.28 cents
1944-45.....	304,124 15	17.29 cents
1945-46.....	295,775 90	16.99 cents
1946-47.....	307,169 20	16.80 cents
1947-48.....	326,695 25	16.62 cents
1948-49.....	341,982 00	16.62 cents
1949-50.....	331,652 20	15.34 cents
1950-51.....	335,693 35	15.26 cents

Class of Issuers and Rate of Commission:

Class of Issuers	Number of Issuers	Rate of Commission
House-to-House Canvass.....	346	(Supervisor 5¢ Vendor 20¢)
Staff Post Offices.....	1,604	5¢
Accounting Post Offices.....	5,853	15¢
Radio Dealers.....	1,800	15¢
Banks.....	715	15¢
R.C.M. Police.....	27	25¢
(v) Miscellaneous.....	45	None
	10,390	

Percentage of Licences Issued by Various Classes of Issuers:

	House- to-House Canvass	Post Offices	Radio Dealers	Banks	Misc. (v)	Free
1943-44.....	42.5	43.1	10.4	2.6	0.9	0.5
1944-45.....	43.0	43.4	9.7	2.5	0.9	0.5
1945-46.....	40.1	46.6	9.4	2.7	0.7	0.5
1946-47.....	39.1	47.2	9.8	2.7	0.7	0.5
1947-48.....	39.8	47.0	9.5	2.6	0.6	0.5
1948-49.....	38.4	48.7	9.3	2.4	0.6	0.6
1949-50.....	39.4	47.9	8.8	2.4	0.8	0.7
1950-51.....	38.8	48.9	8.5	2.3	0.7	0.8

v Includes Radio Inspectors, Marine Agents and Ottawa Licence Section.

October 1, 1951.

1950-51

*Various Classes of Receiving Station Licence Issuers
Percentage Breakdown*

Accounting Post Offices	56.33
Radio Dealers	17.32
Staff Post Offices	15.44
Banks	6.88
House-to-House Canvassers	3.33
Miscellaneous .....	.44
R.C.M. Police .....	.26

APPENDIX G

PRIVATE RECEIVING STATION LICENCES

Issued Without Fee

	Blind Persons	Hospitals and Charitable Institutions	Schools and Educational Purposes	Crystal Sets	Active Service Forces	Government	Total
1943-44.....	6,013	57	1,326	42	442	16	7,896
1944-45.....	6,081	69	1,788	32	381	24	8,375
1945-46.....	6,406	46	1,661	28	272	22	8,435
1946-47.....	6,514	38	2,256	22	59	42	8,931
1947-48.....	7,025	49	3,491	16	.....	95	10,676
1948-49.....	7,815	33	4,856	10	.....	68	12,782
1949-50.....	8,513	99	6,764	2	.....	432	15,810
1950-51.....	9,591	69	8,252	3	.....	141	18,056

Sets in Automobiles

	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51
British Columbia.....	2,676	2,779	2,673	2,689	3,043	3,851	4,455	5,750
Alberta.....	5,022	5,294	4,957	5,097	7,006	9,574	13,479	21,842
Saskatchewan.....	5,765	6,576	6,840	7,382	9,673	13,811	21,489	26,986
Manitoba.....	3,507	3,240	3,718	4,725	5,515	8,037	11,403	10,492
Ontario.....	17,066	15,439	14,728	14,973	18,084	22,977	28,623	32,793
Quebec.....	15,082	14,357	14,710	14,666	16,590	26,972	39,206	46,851
Nova Scotia.....	2,248	2,232	2,020	2,177	2,749	3,518	4,599	5,751
New Brunswick.....	1,191	1,350	1,339	1,547	2,380	3,695	4,095	4,924
Prince Edward Island.....	214	210	177	222	273	330	373	472
Newfoundland.....							323	743
Yukon and Northwest Territories.....				1	.....		3	6
	52,771	51,477	51,162	53,479	65,313	92,765	128,048	156,613

October 1, 1951.

1950-51

Receiving Station Licences issued without fee
Percentage Breakdown

Blind Persons	53·12
Schools, etc.	45·72
Government	·76
Hospitals, etc.	·38
Crystal Sets	·02

1950-51

*Receiving Station Licences issued for sets in automobiles
Percentage Breakdown by Provinces*

Quebec	29·93
Ontario	20·94
Saskatchewan	17·23
Alberta	13·94
Manitoba	6·70
British Columbia	3·67
Nova Scotia	3·67
New Brunswick	3·14
Newfoundland	·48
Prince Edward Island	·30

APPENDIX H
PROSECUTIONS 1950-51

PROVINCE	Towns Checked	Submitted	Author-ized	NUMBER OF CASES					COSTS PAID BY			
				Fined	Convictions Fined	Susp. Sent.	Dis- missed	With- drawn	With- held	Out- standing	Total FINES	LAW- YER'S FEES
Newfoundland.....	32	412	391	303	16	4	49	19	.....	522 00	Nil	1 40
Nova Scotia.....	90	872	800	611	1	6	149	32	1	2,333 50	Nil	20 60
New Brunswick.....	37	362	317	259	1	.....	28	29	.....	1,004 00	Nil	12 00
Prince Edward Island.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	Nil	Nil	781 95
Quebec.....	164	2,791	2,508	1,987	49	4	106	93	269	4,013 50	381 00	448 95
Ontario.....	239	7,904	7,487	6,706	91	32	429	225	4	19,950 00	Nil	11 80
Manitoba.....	55	686	640	586	.....	3	15	36	.....	2,139 50	Nil	14 00
Saskatchewan.....	53	416	391	328	.....	4	11	48	.....	1,430 00	40 18	1,929 30
Alberta.....	84	833	783	681	.....	2	16	84	.....	2,369 50	Nil	25 60
British Columbia.....	37	538	513	403	27	6	32	45	.....	1,161 50	Nil	1,066 60
	791	14,814	13,830	11,864	185	61	835	611	274	35,023 50	421 18	618 37
												38,830 84

November 30, 1951.
 (NOT FINAL)

APPENDIX I

PROSECUTIONS

UNLICENSED RECEIVING SET OWNERS

Convictions by Province:

	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51 (Not Final)
British Columbia.....	503	359	366	193	233	212	379	430
Alberta.....	445	293	793	933	639	635	584	681
Saskatchewan.....	460	490	350	490	553	423	357	328
Manitoba.....	131	115	255	205	354	402	647	586
Ontario.....	3,449	3,411	5,978	8,755	7,744	7,749	6,892	6,797
Quebec.....	2,298	1,850	2,239	1,835	2,007	1,725	1,665	2,036
Nova Scotia.....	572	747	864	738	580	944	801	612
New Brunswick.....	239	385	340	112	271	333	206	260
Prince Edward Island.....	348	193	221	127	167	53	275	.....
Newfoundland.....	.....	.....	.....	.....	.....	.....	.....	319
Yukon and Northwest Territories.....	.....	.....	.....	.....	.....	.....	.....	.....
	8,445	7,843	11,406	13,388	12,548	12,461	11,806	12,049

November 30, 1951.

FINAL

DEPARTMENT OF TRANSPORT

TELECOMMUNICATIONS DIVISION

ISSUE OF RECEIVING STATION LICENCES IN DOMINION OF CANADA

Statement showing issue for fiscal year 1949-50 and fiscal year 1950-51.

	1949-50 Fiscal Year	1950-51 Fiscal Year		1949-50 Fiscal Year	1950-51 Fiscal Year
Newfoundland.....	21,323	44,483	Manitoba.....	135,582	125,371
Prince Edward Island.....	11,152	10,862	Saskatchewan.....	164,751	164,070
Nova Scotia.....	102,927	105,317	Alberta.....	147,132	157,345
New Brunswick.....	76,581	74,418	British Columbia.....	186,108	187,142
Quebec.....	616,200	635,002	Yukon and N.W.T.....	399	413
Ontario.....	715,290	708,012		2,177,445	2,212,435

Issues for same period last year..... 2,177,445. Increase..... 34,990

BY PRINCIPAL TOWNS AND CITIES UNDER PROVINCES

PROV. OF NEWFOUNDLAND			PROV. OF NOVA SCOTIA—Cont.		
BELL ISLAND MINES.....	1,266	1,218	*TRURO.....	3,142	3,643
BOTWOOD.....	149	561	Westville.....	801	1,004
CARBONEAR.....	271	708	Windsor.....	893	1,008
CORNER BROOK.....	1,488	1,913	Wolfville.....	765	768
DEER LAKE.....	352	379	*YARMOUTH.....	2,113	2,243
GRAND BANKS.....	80	328	Miscellaneous.....	44,745	45,391
GRAND FALLS.....	201	921	PROV. OF NEW BRUNSWICK		
HARBOUR GRACE.....	276	578	*Bathurst.....	1,444	1,488
HUMBERMOUTH.....	103	203	CAMPBELLTON.....	1,505	1,434
ST. JOHN'S.....	6,823	9,002	*Chatham.....	654	640
WINDSOR.....	128	1,703	*Dalhousie.....	953	951
Miscellaneous.....	10,186	26,969	*EDMUNDSTON.....	2,179	1,986
PROV. OF PRINCE EDWARD ISLAND			FREDERICTON.....	4,201	4,190
CHARLOTTETOWN.....	2,535	2,732	Grand Falls.....	963	810
SUMMERSIDE.....	1,106	1,251	MONCTON.....	7,038	6,832
Miscellaneous.....	7,511	6,879	*Newcastle.....	632	653
PROV. OF NOVA SCOTIA			*SAINT JOHN.....	14,430	13,974
AMHERST.....	2,548	2,542	St. Stephen.....	1,090	1,063
*Antigonish.....	525	534	Sackville.....	985	1,021
Berwick.....	570	562	*Shediac.....	602	523
Bridgetown.....	607	589	*Sussex.....	1,284	1,325
Bridgewater.....	987	1,302	Woodstock.....	1,380	1,419
DARTMOUTH.....	3,360	3,125	Miscellaneous.....	37,241	36,109
Digby.....	708	739	PROV. OF QUEBEC		
*Dominion.....	401	381	Acton Vale.....	707	681
*GLACE BAY.....	3,433	3,454	Amos.....	847	878
*HALIFAX.....	16,843	16,684	Arthabaska.....	395	467
Inverness.....	358	369	Arvida.....	1,809	1,776
Kentville.....	1,595	1,590	*ASBESTOS.....	1,452	1,451
Liverpool.....	777	914	Aylmer.....	679	782
Lunenburg.....	1,051	1,359	Bagotville.....	719	730
Middleton.....	638	693	Baie St. Paul.....	613	626
NEW GLASGOW.....	2,007	2,309	*Beauceville.....	579	531
*NEW WATERFORD.....	1,559	1,655	Beauharnois.....	1,000	1,084
*NORTH SYDNEY.....	1,217	1,169	Beauport.....	1,189	1,146
Parrsboro.....	554	556	*Beloeil and Station.....	689	741
Pictou.....	791	907	*Berthierville.....	877	1,027
*Reserve and Reserve Mines.....	363	312	Black Lake.....	439	477
*SPRINGHILL.....	1,658	1,694	Brownsburg.....	789	725
STELLARTON.....	894	1,113	*Buckingham.....	1,006	1,037
*SYDNEY.....	5,352	5,011	Cabano.....	360	402
*SYDNEY MINES.....	1,291	1,220	CAP DE LA MADELEINE.....	2,531	2,948
Trenton.....	381	477	*Chambly.....	905	901
			Charlesbourg.....	838	878

TELECOMMUNICATIONS DIVISION—*Continued*
BY PRINCIPAL TOWNS AND CITIES UNDER PROVINCES—*Continued*

	1949-50 Fiscal Year	1950-51 Fiscal Year		1949-50 Fiscal Year	1950-51 Fiscal Year
PROV. OF QUEBEC (Cont'd.)			PROV. OF QUEBEC (Cont'd.)		
*Charny.....	636	669	SOREL.....	2,356	2,466
*Chateauguay.....	538	710	Terrebonne.....	790	826
*CHICOUTIMI.....	3,764	4,271	THETFORD MINES.....	3,205	3,615
Cootaikook.....	1,494	1,478	THREE RIVERS.....	8,809	8,858
Cowansville.....	911	1,023	Timiskaming Station.....	354	261
Danville.....	720	770	Trois Pistoles.....	713	728
Dolbeau.....	697	723	Val d'Or.....	1,766	1,594
Donnacoma.....	649	644	*VALLEYFIELD.....	4,831	5,060
*DRUMMONDVILLE.....	4,036	5,594	VICTORIAVILLE.....	2,644	3,012
East Angus.....	754	648	*Ville St. Georges.....	1,365	1,401
Farnham.....	1,215	1,261	Waterloo.....	917	1,080
Gatineau Pt. and Mills.....	1,407	1,605	*Windsor.....	768	823
*GRANBY.....	4,017	4,432	Miscellaneous.....	153,870	162,858
*Grande Baie.....	422	310			
GRAND'MERE.....	1,904	2,030			
*HULL.....	6,883	7,238			
Huntingdon.....	809	902	Acton.....	536	548
Iberville.....	1,204	1,133	Ajax.....	446	498
JOLIETTE.....	3,053	3,280	Alexandria.....	382	457
JONQUIERE.....	3,240	3,162	Almonte.....	664	678
*KENOGAMI.....	1,386	1,384	Amherstburg.....	810	784
*LACHUTE.....	1,572	1,561	Ansonville.....	382	383
*La Malbaie.....	508	535	Arnprior.....	1,193	1,148
Laprairie.....	683	775	Aurora.....	701	712
La Sarre.....	626	633	Aylmer.....	1,270	1,274
LA TUQUE.....	1,302	1,206	BARRIE.....	2,032	1,973
Lennoxville.....	859	815	Beamsville.....	626	778
L'Epiphanie.....	531	598	BELLEVILLE.....	5,067	5,125
*LEVIS.....	5,081	5,209	Blenheim.....	1,213	1,164
*Loretteville.....	830	845	Blind River.....	203	169
Louisville.....	1,033	1,096	*BOWMANVILLE.....	1,118	1,099
MAGOG.....	2,251	2,317	Bracebridge.....	661	594
Malartic.....	767	696	BRAMPTON.....	1,793	1,614
Maniwaki.....	438	653	*BRANTFORD.....	9,673	8,687
Marieville.....	855	934	Brighton.....	464	417
Masson.....	295	284	BROCKVILLE.....	3,470	3,444
Matane.....	1,482	1,482	Burlington.....	1,071	1,014
Megantic (Lac).....	943	1,036	Caledonia.....	528	448
Mont Joli.....	735	856	Campbellford.....	801	667
Mont Laurier.....	369	548	Carleton Place.....	1,010	1,074
*Montmagny.....	1,777	1,864	CHATHAM.....	6,008	5,869
*MONTMORENCY.....	1,055	1,076	Chestley.....	521	492
,*MONTREAL.....	262,479	265,467	Chesterville.....	379	368
Nicolet.....	639	708	Clinton.....	668	620
Noranda.....	1,322	1,283	*Cobalt.....	532	483
Plessisville.....	1,096	1,179	CORBOURG.....	1,231	1,248
Port Alfred.....	614	566	Cochrane.....	539	735
*Price.....	540	524	COLLINGWOOD.....	1,329	1,244
*QUEBEC.....	36,403	35,736	Coniston.....	454	477
Richmond.....	901	904	*COPPER CLIFF.....	793	704
RIMOUSKI.....	2,300	2,078	CORNWALL.....	6,115	5,796
*RIVIERE DU LOUP.....	1,789	1,967	Delhi.....	704	668
Roberval.....	780	974	Dresden.....	833	660
ROUYN.....	1,932	1,928	Dryden.....	831	1,024
Ste. Agathe des Monts.....	783	773	Dundas.....	1,373	1,703
Ste. Anne de Beaupre.....	368	436	*Dunnville.....	1,068	999
Ste. Anne de Bellevue.....	698	739	Durham.....	476	361
*Ste. Anne de la Pocatiere.....	618	612	Elmira.....	657	599
*St. Eustache.....	1,405	1,413	Essex.....	697	723
*ST. HYACINTHE.....	5,377	5,762	Exeter.....	583	533
St. JEAN.....	4,102	4,310	Fergus.....	876	1,040
St. JEROME.....	2,977	3,361	Forest.....	521	474
St. JOSEPH D'ALMA.....	1,233	1,416	*FORT ERIE.....	1,592	1,422
St. Joseph de Sorel.....	992	1,043	FORT FRANCES.....	1,746	1,921
St. Marc des Carrières.....	383	299	FORT WILLIAM.....	9,362	9,169
St. Martin (Laval).....	393	412	GALT.....	4,265	3,986
St. Raymond.....	606	557	Gananoque.....	1,380	1,289
*St. Rose (Laval).....	954	894	Georgetown.....	648	577
St. Therese de Blainville.....	1,410	1,642	Geraldton.....	854	809
St. Tite.....	613	547	Goderich.....	1,506	1,250
St. Vincent de Paul.....	669	664	*Gravenhurst.....	541	513
Sayabec.....	442	432	*GRIMSBY.....	903	1,065
SHAWINIGAN FALLS.....	6,324	5,615	GUELPH.....	4,560	4,501
SHERBROOKE.....	10,536	10,730	Hagersville.....	550	447
			Haileybury.....	406	353

TELECOMMUNICATIONS DIVISION—Continued
BY PRINCIPAL TOWNS AND CITIES UNDER PROVINCES—Continued

	1949-50 Fiscal Year	1950-51 Fiscal Year		1949-50 Fiscal Year	1950-51 Fiscal Year
PROV. OF ONTARIO (Cont'd.)			PROV. OF ONTARIO (Cont'd.)		
*HAMILTON.....	41,316	40,384	STRATFORD.....	3,870	3,658
Hanover.....	1,037	1,036	Strathroy.....	787	921
Harrow.....	506	456	Sturgeon Falls.....	750	670
HAWKESBURY.....	1,011	975	*SUDBURY.....	7,127	7,524
Hespeler.....	777	677	Tavistock.....	416	346
Humberstone.....	536	527	Tecumseh.....	635	947
Huntsville.....	837	756	*THOROLD.....	1,282	1,047
*INGERSOLL.....	1,501	1,729	Tilbury.....	895	893
Iroquois.....	402	392	Tillsonburg.....	1,124	1,011
Kapuskasing.....	954	998	TIMMINS.....	4,844	4,431
Kemptville.....	488	466	*TORONTO.....	187,982	190,271
KENORA.....	1,906	2,000	TRENTON.....	2,483	2,485
Kincardine.....	714	850	Uxbridge.....	538	469
*KINGSTON.....	9,887	10,127	Walkerton.....	814	790
Kingsville.....	781	765	Wallaceburg.....	1,698	1,635
KIRKLAND LAKE.....	2,359	3,992	Waterford.....	546	473
KITCHENER.....	10,040	10,286	WATERLOO.....	2,964	2,974
LEAMINGTON.....	2,005	2,000	*WELLAND.....	4,269	3,580
LINDSAY.....	1,863	2,031	*WHITBY.....	1,118	1,041
Listowel.....	831	697	Wiarton.....	488	456
*LONDON.....	20,809	16,692	*Winchester.....	484	486
Mattawa.....	472	403	*WINDSOR.....	22,575	23,479
Meaford.....	577	569	Wingham.....	521	429
Merritton.....	931	924	WOODSTOCK.....	2,861	3,829
MIDLAND.....	1,388	1,315	Miscellaneous.....	119,573	116,082
*Milton West.....	684	626			
Mitchell.....	675	620	PROV. OF MANITOBA		
Morrisburg.....	523	441	BRANDON.....	4,728	4,764
Napanee.....	1,526	1,536	Carman.....	619	777
New Liskeard.....	793	685	Dauphin.....	1,704	1,742
Newmarket.....	1,429	1,534	FLIN FLON.....	1,787	1,890
*NIAGARA FALLS.....	6,780	6,195	Grandview.....	391	399
Niagara-on-the-Lake.....	614	573	Minnedosa.....	658	754
*NORTH BAY.....	4,693	4,322	Morden.....	574	612
*Norwich.....	463	468	Neepawa.....	967	1,028
Oakville.....	1,183	1,213	PORTAGE LA PRAIRIE.....	2,281	2,238
Orangeville.....	512	477	Selkirk.....	904	1,011
ORILLIA.....	2,813	2,572	Souris.....	565	519
*OSHAWA.....	7,162	7,579	Swan River.....	588	524
*OTTAWA.....	42,155	43,743	The Pas.....	649	601
*OWEN SOUND.....	3,374	2,984	TRANScona.....	1,429	1,206
*Paris.....	1,766	1,755	Virden.....	635	636
*PARRY SOUND.....	1,227	1,081	*WINNIPEG.....	75,988	67,467
PEMBROKE.....	2,486	2,421	Miscellaneous.....	41,115	39,185
Penetanguishene.....	718	679			
Perth.....	1,504	1,616	PROV. OF SASKATCHEWAN		
PETERBORO.....	7,931	8,719	Assiniboia.....	654	606
Petrolia.....	790	774	Biggar.....	850	870
Picton.....	1,655	1,651	Estevan.....	1,124	1,226
*PORT ARTHUR.....	7,822	7,517	Humboldt.....	776	858
PORT COLBORNE.....	1,706	1,430	Indian Head.....	655	650
Port Credit.....	1,619	1,187	Kamsack.....	856	901
Port Dalhousie.....	636	620	Kindersey.....	695	663
Port Dover.....	315	302	*Lloydminster.....	1,077	1,138
Port Elgin.....	513	499	Maple Creek.....	607	626
Port HOPE.....	1,715	1,764	Melfort.....	1,116	1,144
Port Perry.....	555	535	Melville.....	1,333	1,372
Portsmouth.....	303	283	Moose Jaw.....	7,884	8,031
*Prescott.....	758	657	Moosomin.....	519	477
PRESTON.....	1,385	1,296	Nipawin.....	1,087	1,081
RENFREW.....	1,424	1,402	N. Battleford.....	2,331	2,465
Ridgetown.....	719	672	*PRINCE ALBERT.....	4,378	4,934
Rockland and East.....	301	307	*REGINA.....	19,942	20,316
St. CATHARINES.....	10,107	10,007	Rosetown.....	944	1,018
St. Mary's.....	939	858	*SASKATOON.....	16,573	17,328
*St. THOMAS.....	5,023	4,653	Shaunavon.....	615	524
SARNIA.....	5,405	5,407	SWIFT CURRENT.....	2,192	2,305
*SAULT STE. MARIE.....	7,708	7,934	Tisdale.....	878	834
Schumacher.....	612	680	Weyburn.....	1,664	1,827
Seaforth.....	619	540	Wilkie.....	618	625
SIMCOE.....	1,553	1,424	YORKTON.....	1,813	2,381
Sioux Lookout.....	648	642	Miscellaneous.....	93,570	89,861
SMITHS FALLS.....	1,754	1,849			
*SOUTH PORCUPINE.....	1,508	1,388			

TELECOMMUNICATIONS DIVISION—*Concluded*
BY PRINCIPAL TOWNS AND CITIES UNDER PROVINCES—*Concluded*

	1949-50 Fiscal Year	1950-51 Fiscal Year		1949-50 Fiscal Year	1950-51 Fiscal Year
PROV. OF ALBERTA					
Banff.....	432	521	Chilliwack.....	2,138	2,079
Blairmore.....	506	506	Cloverdale.....	1,109	951
*CALGARY.....	27,362	29,887	*Courtenay.....	730	841
Camrose.....	1,151	1,353	Cranbrook.....	1,014	905
Claresholm.....	487	559	Cumberland.....	518	516
Coleman.....	636	680	*Duncan.....	1,101	1,274
Drumheller.....	1,193	1,197	*KAMLOOPS.....	812	865
*EDMONTON.....	35,646	39,473	*KELOWNA.....	2,204	1,978
Hanna.....	541	514	Kimberley.....	3,500	3,989
High River.....	481	533	Ladysmith.....	1,190	1,002
Innisfail.....	675	643	*Mission City.....	941	801
Lacombe.....	1,080	1,094	*NANAIMO.....	790	923
Leduc.....	763	804	*NELSON.....	2,993	3,181
LETHBRIDGE.....	4,609	5,235	*NEW WESTMINSTER.....	2,337	2,501
Macleod.....	505	549	Oliver.....	14,263	14,119
MEDICINE HAT.....	3,702	3,994	PENTICTON.....	573	614
Olds.....	581	591	Port Alberni.....	1,940	2,119
Ponoka.....	1,218	1,273	Port Coquitlam.....	1,556	1,715
Raymond.....	473	482	*Powell River.....	699	495
Red Deer.....	1,919	2,058	Prince George.....	1,171	1,202
Stettler.....	726	887	PRINCE RUPERT.....	666	782
Taber.....	625	703	*Revelstoke.....	1,600	1,568
Tofield.....	518	555	Rossland.....	666	550
Vegreville.....	870	901	Salmon Arm.....	1,088	1,055
Vermilion.....	721	908	Sardis.....	574	546
Wetaskiwin.....	1,366	1,432	Steveston.....	579	710
Miscellaneous.....	58,346	60,004	*TRAIL.....	538	436
			*VANCOUVER.....	3,133	3,087
PROV. OF BRITISH COLUMBIA			*VERNON.....	82,597	84,289
Abbotsford.....	1,080	952	*VICTORIA.....	2,698	2,289
Alberni.....	689	776	White Rock.....	22,613	22,250
Armstrong.....	623	545	Miscellaneous.....	1,171	817
				24,114	24,420

* Suburbs and surrounding small towns and villages included in each case, particulars of which are shown on attached sheets.

SMALL CAP type indicates a population of 5,000 or over, lower case type approximately 1,900 or over.

The following were issued free of fee and are included in the above totals.

	1949-50	1950-51
Blind.....	8,513	9,591
Charitable Institutions.....	99	69
Schools.....	6,764	8,252
Crystal Sets.....	2	3
Government.....	432	141

APPENDIX IV

LIST OF BROADCASTING STATIONS IN OPERATION IN CANADA
AS OF APRIL 1, 1951.

(with appendices A-F)

PART I

Amplitude Modulated Standard Band Broadcasting Stations
Listed Alphabetically by Call Sign

		PAGE
(a) Canadian Broadcasting Corporation Stations.....	19	000
(b) Privately Owned Stations.....	133	000
		152

PART II

Frequency Modulated Broadcasting Stations Listed
Alphabetically by Call Sign

(a) Canadian Broadcasting Corporation Stations.....	5	000
(b) Privately Owned Stations.....	32	000
		37

PART III

Amplitude Modulated Short Wave Broadcasting Stations
Listed Alphabetically by Call Sign

(a) Canadian Broadcasting Corporation Stations.....	28	000
(b) Privately Owned Stations.....	8	000
		36

Total Number of Stations.....

225

PART IV

Stations Listed by Cities or Towns Alphabetically

(a) Amplitude Modulated Stations.....	000
(b) Frequency Modulated Stations.....	000

PART V

Stations Listed by Order of Frequencies

(a) Amplitude Modulated Stations.....	000
(b) Frequency Modulated Stations.....	000

ABBREVIATIONS

A.M.....	Amplitude Modulated	F.M.....	Frequency Modulated
D.....	Daytime Operation Only	N.....	Nighttime Operation
DA.....	Directional Antenna	—	Same pattern day and night
DA-1.....	Directional Antenna	—	Different patterns for day and night
DA-2.....	Directional Antenna	—	Required for nighttime only
DA-N.....	Directional Antenna		

PART I

A.M. STANDARD BAND BROADCASTING STATIONS LISTED ALPHABETICALLY
BY CALL SIGN

(a) Canadian Broadcasting Corporation Stations

Call sign	Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CBA	Sackville, N.B.	1,070	50,000
CBE	Security Building, Pelissier & London Streets, Windsor, Ont.	1,550	10,000 DA-1
CBF	1425 Dorchester Street West, Montreal, Que.	690	50,000
CBG	Foss Avenue, Gander, Nfld.	1,450	250
CBH	United Services Building, 100 Sackville Street, Halifax, N.S.	1,330	100
CBI	347-351 Charlotte Street, Sydney, N.S.	1,570	1,000
CBJ	315-319 Racine Street, Chicoutimi, Que.	1,580	10,000 DA-1
CBK	Watrous, Sask.	540	50,000
CBL	354 Jarvis Street, Toronto, Ont.	740	50,000
CBM	1425 Dorchester Street West, Montreal, Que.	940	50,000
CBN	Newfoundland Hotel, St. John's, Nfld.	640	10,000
CBO	Chateau Laurier Hotel, Ottawa, Ont.	910	1,000
CBR	Hotel Vancouver, Vancouver, B.C.	1,130	5,000
CBT	Grand Falls, Nfld.	1,350	1,000
CBV	Palais Montcalm, Quebec, Que.	980	1,000
CBW	Manitoba Telephone Bldg., Winnipeg, Man.	990	50,000
CBX	MacDonald Hotel, Edmonton, Alta.	1,010	50,000 DA-1
CBY	Cobb Lane, Corner Brook, Nfld.	790	1,000
CJBC	354 Jarvis Street, Toronto, Ont.	860	50,000

(b) Privately Owned Stations

Call sign	Name of Licensee and Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CFAB	Evangeline Broadcasting Company Limited, Pulsifer Bldg., Water Street, Windsor, N.S. (All programs broadcast by this station are simultaneously broadcast by CKEN)	1,450	250
CFAC	Calgary Broadcasting Company Limited, Greyhound Building, Calgary, Alta.	960	5,000 DA-N
CFAR	Arctic Radio Corporation Limited, 75 Hill Street, Flin Flon, Man.	590	1,000
CFBC	Fundy Broadcasting Company Limited, 4 Carleton Street, Saint John, N.B.	930	5,000 DA-1
CFCF	Canadian Marconi Company, 1231 St. Catherine Street West, Montreal, Que.	600	5,000 DA-1
CFCH	Northern Broadcasting Company Limited, 587 Fraser Street, North Bay, Ont.	600	1,000 DA-1
CFCN	The Voice of the Prairies Limited, Toronto General Trust Building, Calgary, Alta.	1,060	10,000 DA-N
CFCO	John Beardall, 42 King Street West, Chatham, Ont.	630	1,000 DA-1
CFCY	The Island Radio Broadcasting Co. Ltd., 85 Kent Street, Charlottetown, P.E.I.	630	5,000 DA-N
CFGP	Northern Broadcasting Corporation Limited, Northern Broadcasting Building, Grande Prairie, Alta.	1,050	1,000
CFJC	Kamloops Sentinel Limited, 310 St. Paul Street, Kamloops, B.C.	910	1,000
CFJR	Eastern Ontario Broadcasting Company Ltd., Revere Hotel, Brockville, Ont.	1,450	250
CFNB	James S. Neill & Sons Limited, York Street, Fredericton, N.B.	550	5,000 DA-N
CFOR	Gordon E. Smith, 34 Mississauga Street, Orillia, Ont.	1,570	1,000
CFOS	Grey and Bruce Broadcasting Company Limited, 270 Ninth Street East, Owen Sound, Ont.	1,470	1,000 DA-N
CFPA	R. H. Parker, Public Utilities Building, Port Arthur, Ont.	1,230	250
CFPL	London Free Press Printing Company Limited, 442-446 Richmond Street, London, Ont.	980	5,000 DA-2
CFPR	Northwest Broadcast & Service Company Limited, 336-2nd Avenue, Prince Rupert, B.C.	1,240	250
CFQC	A. A. Murphy & Sons Limited, Murphy Building, First Avenue South, Saskatoon, Sask.	600	5,000 DA-N
CFRA	Frank Ryan, The Auditorium, 413 O'Connor Street, Ottawa, Ont.	560	1,000 DA-2

(b)—Privately Owned Stations—Con.

Call sign	Name of Licensee and Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CFRB	Rogers Radio Broadcasting Company Limited, 37 Bloor Street West, Toronto, Ont.....	1,010	50,000 DA-2
CFRC	Queen's University, Fleming Hall, Kingston, Ont.....	1,490	100
CFRN	G. R. A. Rice, C.P.R. Building, 10012 Jasper Avenue, Edmonton, Alta.....	1,260	5,000
CHAB	Radio Station CHAB Limited, Grant Hall Hotel, Moose Jaw, Sask.....	800	5,000 DA-1
CHAD	Northern Radio—Radio Nord Inc., Theatre Royal Building, Amos, Que.....	1,340	250
CHAT	Monarch Broadcasting Company Limited, 520 First Street, Medicine Hat, Alta.....	1,270	1,000 DA-1
CHEF	The Granby Broadcasting Company Limited, 7 Johnson Street, Granby, Que.....	1,450	250
CHEX	The Brookland Company Limited, Hunter and Water Streets, Peterborough, Ont.....	1,430	1,000 DA-1
CHFA	Radio Edmonton Limitee, 10012—109th Street, Edmonton, Alta.....	680	5,000 DA-1
CHGB	G. Thomas Desjardins, Rue Painchaud, Ste. Anne de la Pocatiere, Que.....	1,350	{1,000 D 250 N
CHLN	Le Nouvelliste Limitee, Hotel Chateau de Blois, Three Rivers, Que.....	550	1,000 DA-2
CHLO	Radio Station CHLO Limited, 133 Curtis Street, St. Thomas, Ont.....	680	1,000 DA-1
CHLP	La Patrie Publishing Company Limited, Sun Life Building, Montreal, Que.....	1,410	1,000 DA-1
CHLT	La Tribune Limitee, 3 Marquette Street, Sherbrooke, Que.....	900	1,000 DA-N
CHML	Kenneth D. Soble, 848 Main Street East, Hamilton, Ont.....	900	5,000 DA-N
CHNC	The Gaspesian Radio Broadcasting Co. Ltd., Main Street and Blvd. Perron, New Carlisle, Que.....	610	5,000 DA-1
CHNO	The Sudbury Broadcasting Company Limited, 166 Elm Street, Sudbury, Ont.....	1,440	1,000 DA-1
CHNS	Maritime Broadcasting Company Limited, Broadcasting House, 10 Tobin Street, Halifax, N.S.....	960	5,000 DA-N
CHOK	Sarnia Broadcasting Company Limited, 148½ Front Street North, Sarnia, Ont.....	1,070	{5,000 D 1,000 DA-N
CHOV	The Ottawa Valley Broadcasting Company Limited, Provincial Bank Building, Pembroke, Ont.....	1,350	1,000 DA-1
CHRC	C.H.R.C. Limitee, Metropolitan Building, 39 St. John Street, Quebec, Que.....	800	5,000 DA-1
CHRL	Radio Roberval Incorporee, Hotel Maison Blanche, Roberval, Que.....	1,340	250
CHSJ	New Brunswick Broadcasting Company Limited, 14 Church Street, Saint John, N.B.....	1,150	5,000 DA-N
CHUB	George Randall, Malaspina Hotel, Front Street, Nanaimo, B.C.....	1,570	250
CHUM	York Broadcasters Limited, Fulpart Building, 225 Mutual Street, Toronto, Ont.....	1,050	1,000 D
CHVC	Radio Station CHVC Limited, 1745 River Road, Niagara Falls, Ont.....	1,600	{5,000 D 1,000 DA-N
CHWK	Fraser Valley Broadcasters Limited, 50 Yale Road East, Chilliwack, B.C.....	1,230	250
CJAD	C.J.A.D. Limited, 1191 Mountain Street, Montreal, Que.....	800	5,000 DA-1
CJAT	Kootenay Broadcasting Company Limited, 815 Victoria Street, Trail, B.C.....	610	1,000
CJAV	CJAV Limited, Third Avenue & Redford Road, Port Alberni, B.C.....	1,240	250
CJBQ	Quinte Broadcasting Company Limited, 11 Victoria Avenue, Belleville, Ont.....	1,230	250
CJBR	Central Public Service Corporation Limited, 1 St. Jean Street, Rimouski, Que.....	900	5,000 DA-N
CJCA	Edmonton Broadcasting Company Limited, 10113-104th Street, Edmonton, Alta.....	930	5,000 DA-N
CJCB	Eastern Broadcasters Limited, Radio Building, 318 Charlotte Street, Sydney, N.S.....	1,270	{5,000 D 1,000 N
CJCH	Chronicle Company Limited, Lord Nelson Hotel, Spring Garden Road, Halifax, N.S.....	920	5,000 DA-1
CJCS	Frank M. Squires, 125 Ontario Street, Stratford, Ont.....	1,240	250
CJDC	Radio Station CJDC (Dawson Creek, B.C.) Limited, 9th Street and 2nd Avenue, Dawson Creek, B.C.....	1,350	1,000

(b)—Privately Owned Stations—Con.

Call sign	Name of Licensee and Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CJEM	Edmundston Radio Limited, 99 Canada Road, Edmundston, N.B.	1,230	250
CJFP	Armand Belle, 203 Lafontaine Street, Rivière du Loup, Que.	1,400	250
CJFX	Atlantic Broadcasters Limited, St. Ninian Street, Antigonish, N.S.	580	5,000 DA-N
CJGX	Yorkton Broadcasting Company Limited, Broadway Avenue Yorkton, Sask.	940	1,000
CJIB	Interior Broadcasters Limited, Bagnall Block, Barnard Avenue, Vernon, B.C.	940	1,000
CJIC	J. G. Hyland, Windsor Hotel, Sault Ste. Marie, Ont.	1,490	250
CJKL	Northern Broadcasting Company Limited, Woolworth Building, Kirkland Lake, Ont.	560	5,000 DA-1
CJLS	Gateway Broadcasting Co. Ltd., 222 Main Street, Yarmouth, N.S.	1,340	250
CJNB	Northwestern Broadcasting Company Limited, 66 East 1st Avenue, North Battleford, Sask.	1,240	250
CJNT	The Goodwill Broadcasters of Quebec Inc., 30 Garden Street, Quebec, Que.	1,340	250
CJOB	Blick Broadcasting Limited, 10th Floor, Lindsay Building, Winnipeg, Man.	1,340	250
CJOC	Lethbridge Broadcasting Limited, Marquis Hotel, Lethbridge, Alta.	1,220	5,000 DA-N
CJOR	C.J.O.R. Limited, Hotel Grosvenor, 846 Howe Street, Vancouver, B.C.	600	5,000 DA-1
CJOY	CJOY Limited, St. George's Square, Guelph, Ont.	1,450	250
CJRL	Carl W. Johnson, Johnson Block, 114 Main Street, Kenora, Ont.	1,220	1,000
CJRW	The Gulf Broadcasting Company Limited, 218 Water Street, Summerside, P.E.I.	1,240	250
CJSO	Radio Richelieu Limitee, 72 du Roi Street, Sorel, Que.	1,320	1,000 DA-N
CJVI	Island Broadcasting Company Limited, 620 View Street, Victoria, B.C.	900	1,000 DA-1
CKAC	La Presse Publishing Company Limited, 980 St. Catherine Street West, Montreal, Que.	730	10,000 D 5,000 N 250
CKBB	Ralph T. Snelgrove, 26 Elizabeth Street, Barrie, Ont.	1,230	5,000 DA-2
CKBI	Central Broadcasting Company Limited, Sanderson Building, Prince Albert, Sask.	900	5,000 DA-1
CKBL	La Compagnie de Radiodiffusion de Matane Limitee, St. Jerome Street, Matane, Que.	1,250	1,000 DA-1
CKBW	Acadia Broadcasting Company Limited, King Street, Bridgewater, N.S.	1,000	1,000 DA-N
CKCH	La Compagnie de Radiodiffusion CKCH de Hull Ltée., 85 Champlain Avenue, Hull, Que.	970	1,000 DA-1
CKCK	Leader-Post Limited, 1853 Hamilton Street, Regina, Sask.	620	5,000 DA-N
CKCL	Truro Broadcasting Company Limited, 7 Pleasant Street, Truro, N.S.	1,400	250
CKCR	Kitchener-Waterloo Broadcasting Co. Ltd., 125 King Street, West, Kitchener, Ont.	1,490	250
CKCV	CKCV Limitee, 142 St. John Street, Quebec, Que.	1,280	1,000 DA-N
CKCW	Moncton Broadcasting Limited, Knights of Pythias Hall, Moncton, N.B.	1,220	5,000 DA-N
CKDA	David M. Armstrong, Douglas Hotel, Victoria, B.C.	1,340	250
CKDM	Dauphin Broadcasting Co. Ltd., Main Street, Dauphin, Man.	1,230	250
CKEN	Evangeline Broadcasting Company Limited, Radio Centre, Kentville, N.S. (All programs broadcast by this station are simultaneously broadcasted by CFAB)	1,490	250
CKEY	Toronto Broadcasting Company Limited, 444 University Avenue, Toronto, Ont.	580	5,000 D 1,000 N DA-2
CKFI	John Graham McLaren, 240½ Scott Street, Fort Frances, Ont.	1,340	250
CKFH	Foster William Hewitt, 1 Grenville Street, Toronto, Ont.	1,400	250 DA-1
CKGB	Northern Broadcasting Company Limited, Thomson Building, Timmins, Ont.	680	5,000 DA-N
CKLB	Lakeland Broadcasting Company Limited, 16 Centre Street, Oshawa, Ont.	1,240	100
CKLD	La Compagnie de Radio Diffusion de Thetford Ltée, The Thetford Broadcasting Company Limited, L'Abbe Street, Thetford Mines, Que.	1,230	250
CKLN	News Publishing Company Limited, 711 Radio Avenue, Nelson, B.C.	1,240	250
CKLS	Radio La Sarre Inc., La Sarre, Que.	1,240	250

(b)—Privately Owned Stations—*Con.*

Call sign	Name of Licensee and Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CKLW	Western Ontario Broadcasting Company Limited, Canada Trust Building, Windsor, Ont.	800	50,000 DA-2
CKMO	British Columbia Broadcasting System Limited, 812 Robson Street, Vancouver, B.C.	1,410	1,000
CKMR	Miramichi Broadcasting Company Limited, Castle Street, Newcastle, N.B.	1,340	250
CKNB	Restigouche Broadcasting Company Limited, Bank of Nova Scotia Building, Campbellton, N.B.	950	1,000 DA-1
CKNW	International Broadcasting Company Limited, Windsor Hotel, 227 Columbia Street, New Westminster, B.C.	1,320	1,000 DA-N
CKNX	Radio Station CKNX Limited, Josephine Street, Wingham, Ont.	920	1,000 DA-N
CKOC	Wentworth Radio Broadcasting Company Limited, Wentworth Building, Hamilton, Ont.	1,150	5,000 DA-1
CKOK	CKOK Limited, 125 Nanaimo Avenue West, Penticton, B.C.	800	250
CKOV	Okanagan Broadcasters Limited, Bernard & Pendozi Streets, Kelowna, B.C.	630	1,000
CKOX	Oxford Broadcasting Company Limited, 380 Hunter Street, Woodstock, Ont.	1,340	250
CKOY	CKOY Limited, 272 Somerset Street, West, Ottawa, Ont.	1,310	5,000 D 1,000 DA-N
CKPC	The Telephone City Broadcast Limited, 49 Colborne Street, Brantford, Ont.	1,380	1,000 DA-N
CKPG	Radio Station CKPG Limited, Ritz Keifer Hall, George Street, Prince George, B.C.	550	250
CKPR	H. F. Dougall Company Limited, 414 Victoria Ave., Fort William, Ont.	580	1,000
CKRC	Transcanada Communications Limited, Free Press Building, 300 Carlton Street, Winnipeg, Man.	630	5,000 DA-N
CKRD	Central Alberta Broadcasting Company Limited, Foster Block, 5203 Gaetz Ave., Red Deer, Alta.	1,230	250
CKRM	Western Communications Limited, Fidelity Life Building, Regina, Sask.	980	5,000 DA-N
CKRN	Northern Radio—Radio Nord Inc., Riley Hardware Building, Rouyn, Que.	1,400	250
CKRS	Radio Saguenay Limitee, 359 St. Dominique Street, Jonquiere, Que.	1,240	250
CKSB	Radio Saint-Boniface Limitee, 607 College Street, St. Boniface, Man.	1,250	1,000 DA-1
CKSF	The Standard Freeholder Limited, 36 Pitt Street, Cornwall, Ont.	1,230	250
CKSO	C.K.S.O. Sudbury Limited, 21 Elgin Street North, Sudbury, Ont.	790	5,000 DA-N
CKTB	Niagara District Broadcasting Company Limited, Yates and St. Paul Streets, St. Catharines, Ont.	620	1,000 DA-1
CKTS	Telegram Printing and Publishing Company Limited, 3 Marquette Street, Sherbrooke, Que.	1,240	250
CKUA	University of Alberta, Provincial Building, Edmonton, Alta.	580	1,000
CKVD	Northern Radio—Radio Nord Inc., 586 Third Avenue, Val d'Or, Que.	1,230	100
CKVL	J. Tielotman, 211 Gordon Avenue, Verdun, Que.	980	1,000 DA-1
CKVM	Radio Temiscamingue Incorporee, Ville Marie, Que.	710	1,000 DA-N
CKWS	The Brookland Company Limited, 306 King Street East, Kingston, Ont.	960	5,000 DA-1
CKWX	Western Broadcasting Company Limited, 543 Seymour Street, Vancouver, B.C.	980	5,000 DA-1
CKX	Western Manitoba Broadcasters Limited, Princess and 8th Streets, Brandon, Man.	1,150	1,000
CKXL	The Albertan Broadcasting Co. Ltd., 210—9th Avenue West, Calgary, Alta.	1,140	1,000 DA-N
CKY	Broadcasting Station CKY Limited, 432 Main Street, Winnipeg, Man.	580	5,000 DA-2
VOAR	Newfoundland Mission of Seventh Day Adventists, 108 Freshwater Rd., St. John's, Nfld.	1,230	100
VOCM	Colonial Broadcasting System, McBride's Hill, St. John's, Nfld.	590	1,000
VOWR	Westley Church Radio Board, Patrick Street, St. John's, Nfld.	700	500

PART II

F.M. BROADCASTING STATIONS LISTED ALPHABETICALLY BY CALL SIGN

(a) Canadian Broadcasting Corporation Stations

Call Sign	Address of Main Studio	Frequency (MC/S)	Effective Radiated Power (Watts)
CBF-FM	1425 Dorchester Street, West, Montreal, Que.	95.1	10,940
CBL-FM	354 Jarvis Street, Toronto, Ont.	99.1	5,580
CBM-FM	1425 Dorchester Street, West, Montreal, Que.	100.7	4,510
CBO-FM	Chateau Laurier Hotel, Ottawa, Ont.	103.3	380
CBR-FM	Hotel Vancouver, Vancouver, B.C.	105.7	1,400

(b) Privately Owned Stations

Call Sign	Name of Licensee and Address of Main Studio	Frequency (MC/S)	Effective Radiated Power (Watts)
CFCA-FM	C. A. Pollock, 47 King Street West, Kitchener, Ont.	106.1	10,000
CFCF-FM	Canadian Marconi Company, 1281 St. Catherine Street West, Montreal, Que.	106.5	7,700
CFCH-FM	Northern Broadcasting Company Limited, 587 Fraser Street, North Bay, Ont.	106.3	250
CFPL-FM	London Free Press Printing Co. Ltd., 442-446 Richmond Street, London, Ont.	95.9	4,440
CFRA-FM	Frank Ryan, The Auditorium, 413 O'Connor Street, Ottawa, Ont.	93.9	383
CFRB-FM	Radio Rogers Broadcasting Company Limited, 37 Bloor Street West, Toronto, Ont.	99.9	600
CFRN-FM	G. R. A. Rice, C.P.R. Building, 10012 Jasper Avenue, Edmonton, Alta.	100.3	279
CHEX-FM	The Brookland Company Limited, Hunter and Water Streets, Peterborough, Ont.	101.5	250
CHML-FM	Kenneth D. Soble, 848 Main Street East, Hamilton, Ont.	94.1	400
CHNS-FM	Maritime Broadcasting Company Limited, Broadcasting House, 10 Tobin Street, Halifax, N.S.	96.1	250
CHOK-FM	Sarnia Broadcasting Company Limited, 148½ Front Street North, Sarnia, Ont.	97.5	250
CHRC-FM	C.H.R.C. Limitée, Metropolitan Building, 39 St. John Street, Quebec, Que.	98.1	595
CHSJ-FM	New Brunswick Broadcasting Company Limited, 14 Church Street, Saint John, N.B.	100.5	325
CJBR-FM	Central Public Service Corporation Limited, 1 St. Jean Street, Rimouski, Que.	101.5	570
CJCA-FM	Edmonton Broadcasting Company Limited, 10113-104th Street, Edmonton, Alta.	99.5	414
CJCB-FM	Eastern Broadcasters Limited, Radio Building, 318 Charlotte Street, Sydney, N.S.	94.9	630
CJIC-FM	J. G. Hyland, Windsor Hotel, Sault Ste. Marie, Ont.	100.5	250
CJKL-FM	Northern Broadcasting Company Limited, Woolworth Building, Kirkland Lake, Ont.	93.7	250
CJOB-FM	Blick Broadcasting Limited, 10th Floor, Lindsay Building, Winnipeg, Man.	103.1	250
CJRT-FM	Ryerson Institute of Technology (Department of Education), 50 Gould Street, Toronto, Ont.	91.1	9,900
CJSH-FM	The Hamilton Spectator, 163 Jackson Street West, Hamilton, Ont.	102.9	9,200
CKCR-FM	Kitchener-Waterloo Broadcasting Co. Ltd., 125 King Street West, Kitchener, Ont.	96.7	350
CKGB-FM	Northern Broadcasting Company Limited, Thomson Building, Timmins, Ont.	94.5	425
CKLW-FM	Western Ontario Broadcasting Co. Ltd., Canada Trust Building, Windsor, Ont.	93.9	250
CKOX-FM	Oxford Broadcasting Company Limited, 380 Hunter Street, Woodstock, Ont.	106.9	262
CKPC-FM	The Telephone City Broadcast Limited, 49 Colborne Street, Brantford, Ont.	94.7	250
CKPR-FM	H. F. Dougall Company Limited, 414 Victoria Ave., Fort William, Ont.	94.3	250

(b)—Privately Owned Stations—*Con.*

Call Sign	Name of Licensee and Address of Main Studio	Frequency (MC/S)	Effective Radiated Power (Watts)
CKSF-FM	The Standard Freeholder Limited, 36 Pitt Street, Cornwall, Ont.	104.5	522
CKTB-FM	Niagara District Broadcasting Company Limited, Yates & St. Paul Streets, St Catharines, Ont.....	97.7	250
CKUA-FM	University of Alberta, Provincial Building, Edmonton, Alta.....	98.1	352
CKVL-FM	J. Tietolman, 211 Gordon Avenue, Verdun, Que.....	96.9	10,200
CKWS-FM	The Brookland Company Limited, 306 King Street East, Kingston, Ont.....	96.3	350

PART III

A.M. SHORT WAVE BROADCASTING STATIONS LISTED ALPHABETICALLY BY CALL SIGN

(a) Canadian Broadcasting Corporation Stations

Call sign	Address of Main Studio	Frequency (KC/S)	Operating power (Watts)
CBFA	1425 Dorchester St. W., Montreal, Que.....	11,760	7,500
CBFL	1425 Dorchester St. W., Montreal, Que.....	11,720	7,500
CBFO	1425 Dorchester St. W., Montreal, Que.....	9,630	7,500
CBFR	1425 Dorchester St. W., Montreal, Que.....	9,520	7,500
CBFW	1425 Dorchester St. W., Montreal, Que.....	6,090	7,500
CBFX	1425 Dorchester St. W., Montreal, Que.....	9,610	7,500
CBFY	1425 Dorchester St. W., Montreal, Que.....	11,705	7,500
CBFZ	1425 Dorchester St. W., Montreal, Que.....	15,190	7,500
CBLX	1425 Dorchester St. W., Montreal, Que.....	15,090	7,500
CBNX	Newfoundland Hotel, St. John's, Nfld.....	5,970	300
CBRX	Hotel Vancouver, Vancouver, B.C.....	6,160	150
CHAC	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	6,160	50,000 DA
CHLA	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	21,710	50,000 DA
CHLR	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	9,710	50,000 DA
CHLS	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	9,610	50,000 DA
CHOL	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	11,720	50,000 DA
CKCS	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	15,320	50,000 DA
CKCX	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	15,190	50,000 DA
CKEX	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	11,900	50,000 DA
CKLO	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	9,630	50,000 DA
CKLX	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	15,090	50,000 DA
CKNA	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	5,970	50,000 DA
CKNC	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	17,820	50,000 DA
CKOB	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	6,090	50,000 DA
CKRA	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	11,760	50,000 DA
CKRP	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	21,600	50,000 DA
CKRZ	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	6,060	50,000 DA
CKXA	1425 Dorchester St. W., Montreal, Que..... (transmitter at Sackville)	11,705	50,000 DA

(b) Privately Owned Stations

Call Sign	Name of Licensee and Address of Main Studio	Frequency (KC/S)	Operating Power (Watts)
CFCX	Canadian Marconi Company, 1231 St. Catherine Street West, Montreal, Que.	6,005	75
CFRX	Rogers Radio Broadcasting Company Limited, 37 Bloor Street West, Toronto, Ont.	6,070	1,000
CFVP	The Voice of the Prairies Limited, Toronto General Trust Building, Calgary, Alta.	6,030	100
CHNX	Maritime Broadcasting Company Limited, Broadcasting House, 10 Tobin Street, Halifax, N.S.	6,130	500
CJCX	Eastern Broadcasters Limited, Radio Building, 318 Charlotte Street, Sydney, N.S.	6,010	1,000
CKFX	Western Broadcasting Company Limited, 543 Seymour Street, Vancouver, B.C.	6,080	10
CKRO	Transcanada Communications Limited, Free Press Building, 300 Carlton Street, Winnipeg, Man.	6,150	2,000
CKRX	Transcanada Communications Limited, Free Press Building, 300 Carlton Street, Winnipeg, Man.	11,720	2,000

PART IV

A.M. STATIONS LISTED BY CITIES OR TOWNS ALPHABETICALLY

City or Town	Call Sign	Frequency (KC/S)	Operating Power (Watts)
Amos, Que.	CHAD	1,340	250
Antigonish, N.S.	CJFX	580	5,000 DA-1
Barrie, Ont.	CKBB	1,230	250
Belleville, Ont.	CJBQ	1,230	250
Brandon, Man.	CKX	1,150	1,000
Brantford, Ont.	CKPC	1,380	1,000 DA-N
Bridgewater, N.S.	CKBW	1,000	1,000 DA-N
Brockville, Ont.	CFJR	1,450	250
Calgary, Alta.	CFCF	960	5,000 DA-N
	CFCN	1,060	10,000 DA-N
	CFVP	6,030	100
	CKXL	1,140	1,000 DA-N
Campbellton, N.B.	CKNB	950	1,000 DA-1
Charlottetown, P.E.I.	CFCY	630	5,000 DA-N
Chatham, Ont.	CFCO	630	1,000 DA-1
Chicoutimi, Que.	CBJ	1,580	10,000 DA-1
Chilliwack, B.C.	CHWK	1,230	250
Cornwall, Ont.	CKSF	1,230	250
Corner Brook, Nfld.	CBY	790	1,000
Dauphin, Man.	CKDM	1,230	250
Dawson Creek, B.C.	CJDC	1,350	1,000
Edmonton, Alta.	CBX	1,010	50,000 DA-1
	CFRN	1,260	5,000
	CHFA	680	5,000 DA-1
	CJCA	930	5,000 DA-N
	CKUA	580	1,000
	CJEM	1,230	250
	CFAR	590	1,000
	CKFI	1,340	250
	CKPR	580	1,000
	CFNB	550	5,000 DA-N
	CBG	1,450	250
	CHEF	1,450	250
	CFGP	1,050	1,000
	CBT	1,350	1,000
	CJOY	1,450	250
	CBH	1,330	100
	CHNS	960	5,000 DA-N
	CHNX	6,130	500
	CJCH	920	5,000 DA-1
	CHML	900	5,000 DA-1
	CKOC	1,150	5,000 DA-1
	CKCH	970	1,000 DA-1
	CKRS	1,240	250
Hull, Que.	CJJC	910	1,000
Jonquiere, Que.	CKOV	630	1,000
Kamloops, B.C.	CJRL	1,220	1,000
Kelowna, B.C.	CKEN	1,490	250
Kenora, Ont.			
Kentville, N.S.			

PART IV—Con.

A.M. STATIONS LISTED BY CITIES OR TOWNS ALPHABETICALLY

City or Town	Call Sign	Frequency (KC/S)	Operating Power (Watts)
Kingston.....	CFRC	1,490	100
Kirkland Lake, Ont.....	CKWS	960	5,000 DA-1
Kitchener, Ont.....	CJKL	560	5,000 DA-N
La Sarre, Que.....	CKCR	1,490	250
Lethbridge, Alta.....	CKLS	1,240	250
London, Ont.....	CJOC	1,220	5,000 DA-N
Matane, Que.....	CFPL	980	5,000 DA-2
Medicine Hat, Alta.....	CKBL	1,250	1,000 DA-1
Moncton, N.B.....	CKWT	1,270	1,000 DA-1
Montreal, Que.....	CKCW	1,220	5,000 DA-N
	CBF	690	50,000
	CBFA	11,760	7,500
	CBFL	11,720	7,500
	CBFO	9,630	7,500
	CBFR	9,520	7,500
	CBFW	6,090	7,500
	CBFX	9,610	7,500
	CBFY	11,705	7,500
	CBFZ	15,190	7,500
	CBLX	15,090	7,500
	CBM	940	50,000
	CFCF	600	5,000 DA-1
	CFCX	6,005	75
	CHLP	1,410	1,000 DA-1
	CJAD	800	5,000 DA-1
	CKAC	730	{ 10,000 D 5,000 N
Moose Jaw, Sask.....	CHAB	800	5,000 DA-1
Nanaimo, B.C.....	CHUB	1,570	250
Nelson, B.C.....	CKLN	1,240	250
New Carlisle, Que.....	CHNC	610	5,000 DA-1
Newcastle, N.B.....	CKMR	1,340	250
New Westminster, B.C.....	CKNW	1,320	1,000 DA-N
Niagara Falls, Ont.....	CHVC	1,600	{ 5,000 D 1,000 DA-N
North Bay, Ont.....	CFCH	600	1,000 DA-1
North Battleford, Sask.....	CJNB	1,240	250
Orillia, Ont.....	CFOR	1,570	1,000
Oshawa, Ont.....	CKLB	1,240	100
Ottawa, Ont.....	CBO	910	1,000
	CFRA	560	1,000 DA-2
	CKOY	1,310	{ 5,000 D 1,000 DA-N
Owen Sound, Ont.....	CFOS	1,470	1,000 DA-N
Pembroke, Ont.....	CHOV	1,350	1,000 DA-1
Penticton, B.C.....	CKOK	800	250
Peterborough, Ont.....	CHEX	1,430	1,000 DA-1
Port Alberni, B.C.....	CJAV	1,240	250
Port Arthur, Ont.....	CFPA	1,230	250
Prince Albert, Sask.....	CKBI	900	5,000 DA-2
Prince George, B.C.....	CKPG	550	250
Prince Rupert, B.C.....	CFPR	1,240	250
Quebec, Que.....	CBV	980	1,000
	CHRC	800	5,000 DA-1
	CJNT	1,340	250
	CKCV	1,280	1,000 DA-N
	CKRD	1,230	250
	CKCK	620	5,000 DA-N
	CKRM	980	5,000 DA-N
	CJBR	900	5,000 DA-N
	CJFP	1,400	250
	CHRL	1,340	250
	CKRN	1,400	250
	CHGB	1,350	{ 1,000 D 250 N
Red Deer, Alta.....	CKSB	1,250	1,000 DA-1
Regina, Sask.....	CKTB	620	1,000 DA-1
Rimouski, Que.....	CBN	640	10,000
Rivière-du-Loup, Que.....	CBNX	5,970	300
Roberval, Que.....	VOAR	1,230	100
Rouyn, Que.....	VOCM	590	1,000
Ste-Anne-de-la-Pocatière, Que.....	VOWR	700	500

PART IV—Con.

A.M. STATIONS LISTED BY CITIES OR TOWNS ALPHABETICALLY

City or Town	Call Sign	Frequency (KC/S)	Operating Power (Watts)
St. Thomas, Ont.	CHLO	680	1,000 DA-1
Sackville, N.B.	CBA	1,070	50,000
	CHAC	6,160	50,000 DA
	CHLA	21,710	50,000 DA
	CHLR	9,710	50,000 DA
	CHLS	8,610	50,000 DA
	CHOL	11,720	50,000 DA
	CKCS	15,320	50,000 DA
	CKCX	15,190	50,000 DA
	CKEX	11,900	50,000 DA
	CKLO	9,630	50,000 DA
	CKLX	18,090	50,000 DA
	CKNA	5,970	50,000 DA
	CKNC	17,820	50,000 DA
	CKOB	6,090	50,000 DA
	CKRA	11,760	50,000 DA
	CKRP	21,600	50,000 DA
	CKRZ	6,060	50,000 DA
	CKXA	11,705	50,000 DA
Saint John, N.B.	CFBC	930	5,000 DA-1
Sarnia, Ont.	CHSJ	1,150	5,000 DA-N
	CHOK	1,070	5,000 D
Saskatoon, Sask.	CFQC	600	5,000 DA-N
Sault Ste. Marie, Ont.	CJIC	1,490	250
Sherbrooke, Que.	CHLT	900	1,000 DA-N
Sorel, Que.	CKTS	1,240	250
Stratford, Ont.	CJSO	1,320	1,000 DA-N
Sudbury, Ont.	CJCS	1,240	250
Summerside, P.E.I.	CHNO	1,440	1,000 DA-1
Sydney, N.S.	CKSO	790	5,000 DA-N
	CJRW	1,240	250
	CBI	1,570	1,000
	CJCB	1,270	5,000 D
			1,000 N1
	CJCX	6,010	1,000
Thetford Mines, Que.	CKLD	1,230	250
Three Rivers, Que.	CHLN	550	1,000 DA-2
Timmins, Ont.	CKGB	680	5,000 DA-N
Toronto	CBL	740	50,000
	CFRB	1,010	50,000 DA-2
	CFRX	6,070	1,000
	CHUM	1,050	1,000 D
	CJBC	860	50,000
	CKEY	580	5,000 D
			1,000 N DA-2
	CKFH	1,400	250 DA-1
Trail, B.C.	CJAT	610	1,000
Truro, N.S.	CKCL	1,400	250
Val d'Or, Que.	CKVD	1,230	100
Vancouver, B.C.	CBR	1,130	5,000
	CBRX	6,160	150
	CJOR	600	5,000 DA-1
	CKFX	6,080	10
	CKMO	1,410	1,000
	CKWX	980	5,000 DA-1
Verdun, Que.	CKVL	980	1,000 DA-1
Vernon, B.C.	CJIB	940	1,000
Victoria, B.C.	CJVI	900	1,000 DA-1
	CKDA	1,340	250
	CKVM	710	1,000 DA-N
Ville Marie, Que.	CBK	540	50,000
Watrous, Sask.	CFAB	1,450	250
Windsor, N.S.	CBE	1,550	10,000 DA-1
Windsor	CKLW	800	50,000 DA-2
Wingham, Ont.	CKNX	920	1,000 DA-N
Winnipeg, Man.	CBW	990	50,000
	CJOB	1,340	250
	CKRC	630	5,000 DA-N
	CKRO	6,150	2,000
Woodstock, Ont.	CKRX	11,720	2,000
Yarmouth, N.S.	CKY	580	5,000 DA-2
Yorkton, Sask.	CKOX	1,340	250
	CJLS	1,340	250
	CJGX	940	1,000

PART IV—Con.

F.M. STATIONS LISTED BY CITIES OR TOWNS ALPHABETICALLY

City or Town	Call Sign	Frequency (MC/S)	Effective Radiated Power (Watts)
Brantford, Ont.	CKPC-FM	94.7	250
Cornwall, Ont.	CKSF-FM	104.5	522
Edmonton, Alta.	CFRN-FM	100.3	279
	CJCA-FM	99.5	414
	CKUA-FM	98.1	352
	CKPR-FM	94.3	250
	CHNS-FM	96.1	250
	CHML-FM	94.1	400
	CJSF-FM	102.9	9,200
	CKWS-FM	96.3	350
	CJKL-FM	93.7	250
	CFCA-FM	106.1	10,000
	CKCR-FM	96.7	350
	CFPL-FM	95.9	4,440
	CBF-FM	95.1	10,940
	CBM-FM	100.7	4,510
	CFCF-FM	106.5	7,700
	CFCH-FM	106.3	250
	CBO-FM	103.3	380
	CFRA-FM	93.9	333
	CHEX-FM	101.5	250
	CHRC-FM	98.1	595
	CJBR-FM	101.5	570
	CKTB-FM	97.7	250
	CHSJ-FM	100.5	325
	CHOK-FM	97.5	250
	CJIC-FM	100.5	250
	CJCB-FM	94.9	630
	CKGB-FM	94.5	425
	CBL-FM	99.1	5,580
	CFRB-FM	99.9	600
	CJRT-FM	91.1	9,900
	CBR-FM	105.7	1,400
	CKVL-FM	96.9	10,200
	CKLW-FM	93.9	250
	CJOB-FM	103.1	250
	CKOX-FM	106.9	262

PART V

A.M. BROADCASTING STATIONS LISTED BY ORDER OF FREQUENCIES

Frequency (KC/S)	Call Sign	Location	Operating Power (Watts)
540	CBK	Watrous, Sask.	50,000
550	CFNB	Fredericton, N.B.	5,000 DA-N
	CHLN	Three Rivers, Que.	1,000 DA-2
	CKPG	Prince George, B.C.	250
560	CFRA	Ottawa, Ont.	1,000 DA-2
	CJKL	Kirkland Lake, Ont.	5,000 DA-N
580	CJFX	Antigonish, N.S.	5,000 DA-1
	CKEY	Toronto, Ont.	5,000 D 1,000 N DA-2
	CKPR	Fort William, Ont.	1,000
	CKUA	Edmonton, Alta.	1,000
	CKY	Winnipeg, Man.	5,000 DA-2
590	CFAR	Flin Flon, Man.	1,000
	VOCM	St. John's, Nfld.	1,000
600	CFCF	Montreal, Que.	5,000 DA-1
	CFCH	North Bay, Ont.	1,000 DA-1
	CFQC	Saskatoon, Sask.	5,000 DA-N
	CJOR	Vancouver, B.C.	5,000 DA-1
610	CHNC	New Carlisle, Que.	5,000 DA-1
	CJAT	Trail, B.C.	1,000

PART V—*Con.*

A.M. BROADCASTING STATIONS LISTED BY ORDER OF FREQUENCIES

Frequency (KC/S)	Call Sign	Location— <i>Con.</i>	Operating Power (Watts)
620	CKCK	Regina, Sask.....	5,000 DA-N
	CKTB	St. Catharines, Ont.....	1,000 DA-1
630	CFCO	Chatham, Ont.....	1,000 DA-1
	CFCY	Charlottetown, P.E.I.....	5,000 DA-N
	CKOV	Kelowna, B.C.....	1,000
	CKRC	Winnipeg, Man.....	5,000 DA-N
640	CBN	St. John's, Nfld.....	10,000
680	CHFA	Edmonton, Alta.....	5,000 DA-1
	CHLO	St. Thomas, Ont.....	1,000 DA-1
	CKGB	Timmins, Ont.....	5,000 DA-N
690	CBF	Montreal, Que.....	50,000
700	VOWR	St. John's, Nfld.....	500
710	CKVM	Ville Marie, Que.....	1,000 DA-N
730	CKAC	Montreal, Que.....	{ 10,000 D 5,000 N
740	CBL	Toronto, Ont.....	50,000
790	CBY	Corner Brook, Nfld.....	1,000
	CKSO	Sudbury, Ont.....	5,000 DA-N
800	CHAB	Moose Jaw, Sask.....	5,000 DA-1
	CHRC	Quebec, Que.....	5,000 DA-1
	CJAD	Montreal, Que.....	5,000 DA-1
	CKLW	Windsor, Ont.....	50,000 DA-2
	CKOK	Penticton, B.C.....	250
860	CJBC	Toronto, Ont.....	50,000
900	CHLT	Sherbrooke, Que.....	1,000 DA-N
	CHML	Hamilton, Ont.....	5,000 DA-N
	CJBR	Rimouski, Que.....	5,000 DA-N
	CJVI	Victoria, B.C.....	1,000 DA-1
	CKBI	Prince Albert, Sask.....	5,000 DA-2
910	CBO	Ottawa, Ont.....	1,000
	CFJC	Kamloops, B.C.....	1,000
920	CJCH	Halifax, N.S.....	5,000 DA-1
	CKNX	Wingham, Ont.....	1,000 DA-N
930	CFBC	Saint John, N.B.....	5,000 DA-1
	CJCA	Edmonton, Alta.....	5,000 DA-N
940	CBM	Montreal, Que.....	50,000
	CJGX	Yorkton, Sask.....	1,000
	CJIB	Vernon, B.C.....	1,000
950	CKNB	Campbellton, N.B.....	1,000 DA-1
960	CFAC	Calgary, Alta.....	5,000 DA-N
	CHNS	Halifax, N.S.....	5,000 DA-N
	CKWS	Kingston, Ont.....	5,000 DA-1
970	CKCH	Hull, Que.....	1,000 DA-1
980	CBV	Quebec, Que.....	1,000
	CFPL	London, Ont.....	5,000 DA-2
	CKRM	Regina, Sask.....	5,000 DA-N
	CKVL	Verdun, Que.....	1,000 DA-1
	CKWX	Vancouver, B.C.....	5,000 DA-1
	CBW	Winnipeg, Man.....	50,000
990	CKBW	Bridgewater, N.S.....	1,000 DA-N
1,000	CBX	Edmonton, Alta.....	50,000 DA-1
1,010	CFRB	Toronto, Ont.....	50,000 DA-2
1,050	CFGP	Grande Prairie, Alta.....	1,000
	CHUM	Toronto, Ont.....	1,000 D
1,060	CFCN	Calgary, Alta.....	10,000 DA-N
1,070	CBA	Sackville, N.B.....	50,000
	CHOK	Sarnia, Ont.....	{ 5,000 D (1,000 DA-N
1,130	CBR	Vancouver, B.C.....	5,000
1,140	CKXL	Calgary, Alta.....	1,000 DA-N
1,150	CHSJ	Saint John, N.B.....	5,000 DA-N
	CKOC	Hamilton, Ont.....	5,000 DA-1
	CKX	Brandon, Man.....	1,000
1,220	CJOC	Lethbridge, Alta.....	5,000 DA-N
	CJRL	Kenora, Ont.....	1,000
	CKCW	Moncton, N.B.....	5,000 DA-N
1,230	CFPA	Port Arthur, Ont.....	250
	CHWK	Chilliwack, B.C.....	250
	CJBQ	Belle빌le, Ont.....	250
	CJEM	Edmundston, N.B.....	250
	CKBB	Barrie, Ont.....	250

PART V—*Con.*

A.M. BROADCASTING STATIONS LISTED BY ORDER OF FREQUENCIES

Frequency (KC/S)	Call Sign	Location— <i>Con.</i>	Operating Power (Watts)
1,230	CKDM	Dauphin, Man.	250
	CKLD	Thetford Mines, Que.	250
	CKRD	Red Deer, Alta.	250
	CKSF	Cornwall, Ont.	250
	CKVD	Val d'Or, Que.	100
	VOAR	St. John's, Nfld.	100
1,240	CFPR	Prince Rupert, B.C.	250
	CJAV	Port Alberni, B.C.	250
	CJCS	Stratford, Ont.	250
	CJNB	North Battleford, Sask.	250
	CKLB	Oshawa, Ont.	100
	CKLN	Nelson, B.C.	250
	CKLS	La Sarre, Que.	250
	CKRS	Jonquiere, Que.	250
	CKTS	Sherbrooke, Que.	250
	CJRW	Summerside, P.E.I.	250
1,250	CKBL	Matane, Que.	1,000 DA-1
	CKSB	St. Boniface, Man.	1,000 DA-1
1,260	CFRN	Edmonton, Alta.	5,000
1,270	CHAT	Medicine Hat, Alta.	1,000 DA-1
	CJCB	Sydney, N.S.	{ 5,000 D 1,000 N
1,280	CKCV	Quebec, Que.	1,000 DA-N
1,310	CKOY	Ottawa, Ont.	{ 5,000 D 1,000 DA-N
1,320	CJSO	Sorel, Que.	1,000 DA-N
	CKNW	New Westminster, B.C.	1,000 DA-N
1,330	CBH	Halifax, N.S.	100
1,340	CHAD	Amos, Que.	250
	CHRL	Roberval, Que.	250
	CJLS	Yarmouth, N.S.	250
	CJNT	Quebec, Que.	250
	CJOB	Winnipeg, Man.	250
	CKDA	Victoria, B.C.	250
	CKFI	Fort Frances, Ont.	250
	CKMR	Newcastle, N.B.	250
	CKOX	Woodstock, Ont.	250
1,350	CBT	Grand Falls, Nfld.	1,000
	CHGB	Ste. Anne de la Pocatiere, Que.	1,000 D-250-N
	CHOV	Pembroke, Ont.	1,000 DA-1
	CJDC	Dawson Creek, B.C.	1,000
1,380	CKPC	Brantford, Ont.	1,000 DA-N
1,400	CJFP	Riviere du Loup, Que.	250
	CKCL	Truro, N.S.	250
	CKFH	Toronto, Ont.	250 DA-1
	CKRN	Rouyn, Que.	250
1,410	CHLP	Montreal, Que.	1,000 DA-1
	CKMO	Vancouver, B.C.	1,000
1,430	CHEX	Peterborough, Ont.	1,000 DA-1
1,440	CHNO	Sudbury, Ont.	1,000 DA-1
1,450	CFAB	Windsor, N.S.	250
	CFJR	Brockville, Ont.	250
	CHEF	Granby, Que.	250
	CJOY	Guelph, Ont.	250
	CBG	Gander, Nfld.	250
1,470	CFOS	Owen Sound, Ont.	1,000 DA-N
1,490	CFRC	Kingston, Ont.	100
	CJIC	Sault Ste. Marie, Ont.	250
	CKCR	Kitchener, Ont.	250
	CKEN	Kentville, N.S.	250
1,550	CBE	Windsor, N.S.	10,000 6 DA-1
1,570	CBI	Sydney, N.S.	1,000
	CFOR	Orillia, Ont.	1,000
	CHUB	Nanaimo, B.C.	250
1,580	CBJ	Chicoutimi, Que.	10,000 DA-1
1,600	CHVC	Niagara Falls, Ont.	{ 5,000 D 1,000 DA-N
5,970	CBNX	St. John's, Nfld.	300
	CKNA	Sackville, N.B.	50,000 DA
6,005	CFCX	Montreal, Que.	75
6,010	CJCX	Sydney, N.S.	1,000

PART V—*Con.*

A.M. BROADCASTING STATIONS LISTED BY ORDER OF FREQUENCIES

Frequency (KC/S)	Call Sign	Location	Operating Power (Watts)
6,030	CFVP	Calgary, Alta.	100
6,060	CKRZ	Sackville, N.B.	50,000 DA
6,070	CFRX	Toronto, Ont.	1,000
6,080	CKFX	Vancouver, B.C.	10
6,090	CBFW	Vercheres, Que.	7,500
	CKOB	Sackville, N.B.	50,000 DA
6,130	CHNX	Halifax, N.S.	500
6,150	CKRO	Winnipeg, Man.	2,000
6,160	CBRX	Vancouver, B.C.	150
	CHAC	Sackville, N.B.	50,000 DA
9,520	CBFR	Vercheres, Que.	7,500
9,610	CBFX	Vercheres, Que.	7,500
	CHLS	Sackville, N.B.	50,000 DA
9,630	CBFO	Vercheres, Que.	7,500
	CKLO	Sackville, N.B.	50,000 DA
9,710	CHLR	Sackville, N.B.	50,000 DA
11,705	CBFY	Vercheres, Que.	7,500
	CKXA	Sackville, N.B.	50,000 DA
11,720	CBFL	Vercheres, Que.	7,500
	CHOL	Sackville, N.B.	50,000 DA
	CKRX	Winnipeg, Man.	2,000
11,760	CBFA	Vercheres, Que.	7,500
	CKRA	Sackville, N.B.	50,000 DA
11,900	CKEX	Sackville, N.B.	50,000 DA
15,090	CBLX	Vercheres, Que.	7,500
	CKLX	Sackville, N.B.	50,000 DA
15,190	CBFZ	Vercheres, Que.	7,500
	CKCX	Sackville, N.B.	50,000 DA
15,320	CKCS	Sackville, N.B.	50,000 DA
17,820	CKNC	Sackville, N.B.	50,000 DA
21,600	CKRP	Sackville, N.B.	50,000 DA
21,710	CHLA	Sackville, N.B.	50,000 DA

PART V—*Con.*

F.M. BROADCASTING STATIONS LISTED BY ORDER OF FREQUENCIES

Frequency (MC/S)	Call Sign	Location	Effective Radiated Power (Watts)
91·1	CJRT-FM	Toronto, Ont.....	9,900
93·7	CJKL-FM	Kirkland Lake, Ont.....	250
93·9	CFRA-FM	Ottawa, Ont.....	333
	CKLW-FM	Windsor, Ont.....	250
94·1	CHML-FM	Hamilton, Ont.....	400
94·3	CKPR-FM	Fort William, Ont.....	250
94·5	CKGB-FM	Timmins, Ont.....	425
94·7	CKPC-FM	Brantford, Ont.....	250
94·9	CJCB-FM	Sydney, N.S.....	630
95·1	CBF-FM	Montreal, Que.....	10,940
95·9	CFPL-FM	London, Ont.....	4,440
96·1	CHNS-FM	Halifax, N.S.....	250
96·3	CKWS-FM	Kingston, Ont.....	350
96·7	CKCR-FM	Kitchener, Ont.....	350
96·9	CKVL-FM	Verdun, Que.....	10,200
97·5	CHOK-FM	Sarnia, Ont.....	250
97·7	CKTB-FM	St. Catharines, Ont.....	250
98·1	CHRC-FM	Quebec, Que.....	595
	CKUA-FM	Edmonton, Alta.....	352
99·1	CBL-FM	Toronto, Ont.....	5,580
99·5	CJCA-FM	Edmonton, Alta.....	414
99·9	CFRB-FM	Toronto, Ont.....	600
100·3	CFRN-FM	Edmonton, Alta.....	279
100·5	CHSJ-FM	Saint John, N.B.....	325
	CJIC-FM	Sault Ste. Marie, Ont.....	250
100·7	CBM-FM	Montreal, Que.....	4,510
101·5	CHEX-FM	Peterborough, Ont.....	250
	CJBR-FM	Rimouski, Que.....	570
102·9	CJSH-FM	Hamilton, Ont.....	9,200
103·1	CJOB-FM	Winnipeg, Man.....	250
103·3	CBO-FM	Ottawa, Ont.....	380
104·5	CKSF-FM	Cornwall, Ont.....	522
105·7	CBR-FM	Vancouver, B.C.....	1,400
106·1	CFCA-FM	Kitchener, Ont.....	10,000
106·3	CFCH-FM	North Bay, Ont.....	250
106·5	CFCF-FM	Montreal, Que.....	7,700
106·9	CKOX-FM	Woodstock, Ont.....	262

APPENDIX A
NEW STANDARD BAND BROADCASTING STATIONS ESTABLISHED DURING THE PERIOD JUNE 2, 1950 TO MARCH 31, 1951

Province	Call Sign	Location of Transmitter	Owner	Authorized Frequency (Kc/s)	Authorized Power (Watts)	Actual Operating Power (Watts)	Date of Commencement of Operations
Manitoba.....	CKDM	Dauphin	Dauphin Broadcasting Co. Ltd., Dauphin.....	1,230	250	250	Jan. 5, 1951
Ontario.....	CBE	Windsor	Canadian Broadcasting Corporation, Ottawa.....	1,550	10,000 DA-1	10,000 DA-1	July 1, 1950
	CKFH	Toronto	Foster William Hewitt, Toronto.....	1,400	250 DA-1	250 DA-1	Feb. 21, 1951
Quebec.....	CKLS	Montreal	Radio La Sarre Inc., Montreal.....	1,240	250	250	Sept. 1, 1950

APPENDIX B

CHANGES IN LICENCES OF STANDARD BAND BROADCASTING STATIONS DURING THE PERIOD JUNE 2, 1950, TO MARCH 31, 1951

Province	Call Sign	Location of Transmitter	CHANGE IN NAME OF LICENSEE	Date of Change
Alberta.....	CKXL	Calgary.....	from The Albertan Publishing Company Limited to <i>The Albertan Broadcasting Company Limited</i>	Dec. 6, 1950
Nova Scotia.....	CJLS	Yarmouth.....	from Laurie L. Smith to <i>Galway Broadcasting Company Limited</i>	June 6, 1950
Ontario.....	CKPR	Fort William.....	from Dougal Motor Company Limited to <i>H. F. Dougal Company Limited</i>	Jan. 24, 1951
	CFPL	London.....	from The London Free Press Printing Company Limited to <i>London Free Press Printing Company Limited</i>	Dec. 6, 1950
			CHANGE IN CALL LETTERS	
Ontario.....	CFJM	Brockville.....	from CFJM to <i>CFJR</i>	Nov. 1, 1950
			CHANGE IN FREQUENCY	
Manitoba.....	CKY	Winnipeg.....	from 1,080 Kc/s to 580 Kc/s.....	Aug. 20, 1950
Newfoundland.....	VOCM	St. John's.....	from 1,000 Kc/s to 580 Kc/s.....	Oct. 11, 1950
Ontario.....	CFOR	Orillia.....	from 1,450 Kc/s to 1,570 Kc/s.....	Nov. 24, 1950
			INCREASE IN POWER	
British Columbia.....	CJVI	Victoria.....	from 1,000 Watts D 250 Watts N to 1,000 Watts <i>D A - I</i>	July 1, 1950
Newfoundland.....	VOCM	St. John's.....	from 250 Watts to 1,000 Watts.....	Oct. 11, 1950
Ontario.....	CHVC	Niagara Falls.....	from 1,000 Watts <i>D A - N</i> to 5,000 Watts <i>D 1,000 Watts</i>	Sept. 20, 1950
			from 250 Watts to 1,000 Watts.....	
Prince Edward Island.....	CFOR	Orillia.....	from 5,000 Watts D 1,000 Watts N to 6,000 Watts <i>D A - N</i>	Nov. 24, 1950
Quebec.....	CFCY	Charlottetown.....	from 5,000 Watts to 50,000 Watts.....	Oct. 4, 1950
	CBM	Montreal.....	from 5,000 Watts to 50,000 Watts.....	Sept. 24, 1950

AUTHORIZED STANDARD BAND BROADCASTING STATIONS, WHICH HAVE NOT YET BEEN ESTABLISHED (MARCH 31, 1951)

Province	Call Sign	Owner and Location	Authorized Frequency (Kc/s)	Authorized Power (Watts)
Newfoundland.....	CJON	Newfoundland Broadcasting Company Limited, St. John's.....	930	5,000 DA-N
Ontario.....	CFCL	J. Conrad Lavigne, Timmins.....	580	1,000
Quebec.....	CKSM	La Compagnie de Radiodiffusion Shawinigan Falls Limitee.....	1,220	1,000 DA-1
	CFDA	The Shawinigan Falls Broadcasting Company Limited, Shawinigan Falls, Radio Victoriaville Limitee, Victoriaville.....	1,380	1,000
Saskatchewan.....	CHRD	Radio-Prairie-Nord Limitee, Londa.....	1,170	1,000
	CFRG	Radio Gravelbourg Limitee, Gravelbourg.....	1,230	250
	CKOM	R. A. Hosie, Saskatoon.....	1,340	250

APPENDIX D

CHANGES IN FREQUENCY OF EXISTING STANDARD BAND BROADCASTING STATIONS AUTHORIZED BUT NOT YET IMPLEMENTED MARCH 31, 1951

Province	Call Sign	Location	Frequency Change
British Columbia.....	CHWK	Chilliwack.....	from 1,230 Kc/s to 1,270 Kc/s
New Brunswick.....	CJEM	Edmundston.....	from 1,230 Kc/s to 1,380 Kc/s
Ontario.....	CKFI	Fort Frances.....	from 1,340 Kc/s to 890 Kc/s
Quebec.....	CHGB	Ste Anne de la Pocatiere.....	from 1,350 Kc/s to 670 Kc/s
Saskatchewan.....	CINB	North Battleford.....	from 1,240 Kc/s to 1,480 Kc/s

CHANGES IN POWER OF EXISTING STANDARD BAND BROADCASTING STATIONS AUTHORIZED BUT NOT YET IMPLEMENTED MARCH 31, 1951

Province	Call Sign	Location	Power Change
British Columbia.....	CKOK CHWK CHUB	Penticton..... Chilliwack..... Nanaimo.....	from 250 Watts to 1,000 D 500 Watts N from 250 Watts to 1,000 Watts DA-1 from 250 Watts to 1,000 Watts DA-1
New Brunswick.....	CJEM	Edmundston.....	from 250 Watts to 1,000 Watts DA-1
Ontario.....	CKFI	Fort Frances.....	from 250 Watts to 1,000 D 600 Watts N
Quebec.....	CHGB	Ste. Anne de la Pocatiere.....	from 1,000 D 250 Watts N to 1,000 Watts DA-N
Saskatchewan.....	CINB	North Battleford.....	from 250 Watts to 1,000 Watts

APPENDIX E
FREQUENCY MODULATED BROADCASTING STATIONS
 Station Established During the Period June 2, 1950 to March 31, 1951

Province	Call Sign	Location of Transmitter	Owner	Authorized Frequency (Mc/s)	Effective Radiated Authorized	Power Operating (Watts)	Date of Commencement of Operations
Alberta.....	CFRN-FM	Edmonton.....	G. R. A. Rice, Edmonton.....	100.3	279	279	Jan. 15, 1951

CHANGE IN LICENCE DURING THE PERIOD JUNE 2, 1950 TO MARCH 31, 1951

Province	Call Sign	Location of Transmitter	CHANGE IN FREQUENCY	Date of Change
Ontario.....	CJRT-FM	Toronto.....	from 88.3 Mc/s to 91.1 Mc/s.....	Dec. 8, 1950

STATION AUTHORIZED BUT NOT YET ESTABLISHED (MARCH 31, 1951)

Province	Call Sign	Owner and Location	Authorized Frequency (Mc/s)	Authorized Effective Radiated Power (Watts)
Manitoba.....	CBW-FM	Canadian Broadcasting Corporation, Winnipeg.....	98.3	766
Quebec.....	CJAD-FM	C.J.A.D. Limited, Montreal.....	94.3	6,020

SUPPLEMENTARY LIST OF BROADCASTING AND CHANGES IN EXISTING STATIONS BETWEEN APRIL 1, 1951 AND NOVEMBER 12, 1951

STANDARD BAND BROADCASTING STATIONS

New Stations Established During the Period April 1, 1951 to November 12, 1951

Province	Call Sign	Location of Transmitter	Owner	Authorized Frequency (Kc/s)	Authorized Power (Watts)	Actual Operating Power (Watts)	Date of Commencement of Operations
Newfoundland.....	CJON	St. John's.....	Newfoundland Broadcasting Co. Ltd., St. John's.	930	5,000 DA-N	5,000 DA-N	Oct. 10, 1951
Quebec.....	CFDA	Victoriaville.....	Radio Victoriaville Limitee, Victoriaville.	1,380	1,000 DA-1	1,000 D.T.A.	Oct. 19, 1951
	CKSM	Shawinigan Falls.....	La Compagnie de Radiodiffusion Shawinigan Falls Limitee, The Shawinigan Falls Broadcasting Company Limited, Shawinigan Falls.	1,220	1,000 DA-1	1,000 DA-1	April 4, 1951
Saskatchewan.....	CKOM	Saskatoon.....	R. A. Hosie, Saskatoon.....	1,340	250	250	June 8, 1951

Province	Call Sign	Location of Transmitter	Changes in Name of Licensee	Date of Change
Nova Scotia.....	CKCL	Truro.....	from Truro Broadcasting Company Limited..... to Colchester Broadcasting Co. Ltd.....	May 22, 1951
	CJCB	Sydney.....	from Eastern Broadcasters Limited..... to Cape Breton Broadcasters Limited.....	May 14, 1951
Ontario.....	CJRL	Kenora.....	from Kenora Broadcasting Company Limited..... to Carl W. Johnson.....	April 1, 1951
	CKFH	Toronto.....	from Foster William Hewitt..... to Foster Hewitt Broadcasting Limited.....	May 14, 1951
	CKFI	Fort Frances.....	from John Graham McLaren..... to Broadcasting Station CKFI Ltd.....	Oct. 6, 1951
	CKSO	Sudbury.....	from C.K.S.O. Sudbury Ltd..... to CKSO Radio Limited.....	May 22, 1951
Saskatchewan.....	CKRM	Regina.....	from Transcanada Communications Limited..... to Western Communications Limited.....	April 1, 1951

APPENDIX F—*Con.*

CHANGES IN FREQUENCY

British Columbia.....	CHWK	Chilliwack.....	from 1230 Kc./s. to 1270 Kc./s.....	Nov. 5, 1951
Ontario.....	CKEL	Fort Frances.....	from 1340 Kc./s. to 800 Kc./s.....	Nov. 5, 1951
Saskatchewan.....	CJNB	North Battleford.....	from 1240 Kc./s. to 1460 Kc./s.....	Oct. 18, 1951

INCREASES IN POWER

British Columbia.....	CHWK	Chilliwack.....	from 250 Watts to 1000 Watts DA-1.....	Nov. 5, 1951
	CKOK	Penticton.....	from 250 Watts to 1000 Watts D 500 Watts N.....	April 12, 1951
	CKFL	Port Frances.....	from 250 Watts to 1000 Watts D 500 Watts N.....	Nov. 5, 1951
	CKLB	Oshawa.....	from 100 Watts to 250 Watts.....	June 18, 1951
	CJNB	North Battleford.....	from 250 Watts to 1000 Watts.....	Oct. 18, 1951

Province	Call Sign	Location of Transmitter	CHANGE IN FREQUENCY AUTHORIZED BUT NOT YET IMPLEMENTED
British Columbia.....	CBR	Vancouver.....	from 1130 Kc./s to 690 Kc./s.

Province	Call Sign	Location of Transmitter	CHANGE IN POWER AUTHORIZED BUT NOT YET IMPLEMENTED
Quebec.....	CKVD	Val D'Or.....	from 100 Watts to 250 Watts

APPENDIX V

THE CANADIAN ASSOCIATION OF BROADCASTERS

Ottawa, Canada, 4th December, 1951.

Ernest G. Hansell, Esq., M.P.,
House of Commons,
Ottawa, Canada.

Dear Mr. Hansell:

Thank you very much for your letter of the 3rd November, and I can realize that these technical points are frequently difficult to grasp when verbally presented.

Your assumption is correct, and the point we were trying to make is that there is no practical shortage of channels. The argument has been used that "Anyone can establish a newspaper, but broadcasting is a privilege because of the shortage of channels." Our point is that this argument is not true, particularly since recent improvements in techniques of engineering used to fit broadcasting stations even into the crowded areas.

Generally speaking, broadcasting stations are more useful when there are people available to hear them. Consequently, areas of the country which have a number of cities or large towns are apt to utilize a greater number of frequencies than areas where this condition does not exist.

For instance, in southern and western Ontario there do, in fact, exist severe engineering problems in connection with the establishment of any new station since this is an area where a number of very large cities and towns exist and it is also close to the United States, requiring protection for established U.S. stations.

This condition is not true of other parts of the country where the only limiting factor is simple economics.

However, even in the so-called crowded areas new engineering techniques are opening up possibilities once unknown. For instance, a fourth broadcasting station was established in Washington, D.C., in 1940. At that time the establishment of this fourth station in an area then considered crowded was hailed as an engineering feat, yet today there are no less than 11 broadcasting stations in greater Washington. The engineering techniques used in connection with two of these could be successfully applied in Canada as, for instance, in the improvement of coverage of the newest of greater Toronto's stations. CKFH.

The techniques successfully used in greater Washington consist of the use of synchronized repeaters distributed throughout the city. Carrying this technique forward to its ultimate could result in making available a great number of additional broadcast services in southern and western Ontario.

The use of such techniques would be expensive, and the initial capital investment, in comparison with established competitors, would be high. However, this is characteristic of all competitive enterprise. The first people entering the field naturally obtain the best of what is available, and late-comers must make their selection from what is left—a process we have all frequently seen with the selection of land, oil-wells, mines, grocery store locations and so on.

Even supposing that the need and demand for new broadcast services were to expand beyond the extent of engineering progress in the present A.M. band,

there are still no necessary technical limitations. Today, the standard A.M. band in North America occupies a space of 1·06 megocycles in the band. The band size for F.M. broadcasting occupies 20 megocycles.

Even without the new engineering techniques used in the A.M. band, some thousands of F.M. stations could be established in that 20 megocycle section. Currently in the U.S. there are about 700 F.M. stations operating. Significantly, there are more F.M. licences being turned in for cancellation than there are new applications, showing clearly that it is the economic factor, not the technical, which is the limiting force.

But let us suppose that both A.M. and F.M. bands got completely crowded and there is still considerable demand for more services. Broadcasting for public consumption could certainly take place anywhere in the spectrum from about 150 kilocycles to well beyond 1,000 megocycles—this is, at least 1,000 megocycles could be engineered to carry broadcasting. Right now only 21 megocycles, or about 2 per cent of the spectrum, are for voice broadcasting, with the balance of the spectrum at the present being used by a variety of other services.

If demands expanded, then a proper regulatory body would weigh means of broadcasting service against the needs of other users of the ether. However, I do not think that anyone can realistically predict such a situation in the foreseeable future.

By contrast, this situation may, in fact, be rapidly coming about in printed publication. Publishing by printing, unlike publishing by radio broadcasting, results in the depletion of a natural resource, and it should be mentioned that the ether spectrum, if it be considered a natural resource, is the only one we have that suffers no depletion through use. The developing shortage of paper may soon bring about artificial controls so that someone will have to decide whether available supplies of paper and pulp are to be used for newspapers, books, cellulose, etc. and in what degree, but no such decision will be required for broadcasting in our time.

I think this demonstrates clearly that old-fashioned ideas about technical limitations in broadcasting have been out-dated by developments. These arguments may, of course, have been true at one time.

The original form of the printing press could only turn out a limited number of copies even in a day and it took better techniques to make possible today's large and speedily-printed newspapers. Land was limited in North America when men had pushed back only a short distance from the rivers and the sea. It was only when the pioneers started Westward that talk about limitation of land became conflicting with realities.

The above facts should be read in conjunction with the fact that there are far more broadcasting stations in Canada than there are daily newspapers; that the number of broadcasting stations has been and is rapidly increasing, and with the other facts set forth in our original brief to the special House of Commons Committee on Radio Broadcasting. It should also be pointed out that new engineering techniques make it possible to both send and receive clearly a greater number of signals in a more limited spectrum area than was once thought feasible.

I sincerely trust this additional information is what you wanted, and I may add that we have no objection whatever to your sharing this information with anyone you may desire.

Sincerely,

T. J. ALLARD

General Manager

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament

1951

(Second Session)

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman: Mr. W. A. Robinson

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

FRIDAY, DECEMBER 7, 1951

WITNESSES:

- A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation.
W. A. Caton, Chief Inspector of Radio, Telecommunications Division, Department of Transport.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

MINUTES OF PROCEEDINGS

FRIDAY, December 7, 1951.

The Special Committee on Radio Broadcasting held its twelfth meeting at eleven o'clock a.m. Mr. W. A. Robinson, Chairman, presided.

Members Present: Messrs. Boisvert, Côté (St. Jean-Iberville-Napierville), Decore, Dinsdale, Fleming, Fulton, Gauthier (Portneuf), Hansell, Henry, Knight, Knowles, McWilliam, Richard (Ottawa East), Robinson, Smith (Queens-Shelburne), Stick and Whitman—(17).

In Attendance: From the Canadian Broadcasting Corporation: Messrs. Dunton, Manson, Landry, Ouimet, Young, Bramah, Palmer, Keddy, Schnobb and Halbert.

From the Department of Transport: Mr. Caton.

The Committee resumed its study of the Annual Report of the Canadian Broadcasting Corporation. Mr. A. Davidson Dunton was called.

Referring to a motion passed at the meeting of December 6th and to the returns tabled in consequence thereof by Mr. Dunton, Mr. Hansell expressed the opinion that the returns were not complete.

Mr. Dunton thereupon explained that to supply the information in the manner in which it was asked, would entail considerable delay. Mr. Dunton gave ranges of payments for talks and undertook to supply additional information to be filed with the Clerk, and Mr. Hansell agreed.

Mr. Côté, Vice-Chairman, presided in the momentary absence of the Chairman.

At 1 o'clock, the Vice-Chairman in the Chair, on motion of Mr. Stick, the Committee adjourned to the call of the Chair.

AFTERNOON MEETING

The Committee held its thirteenth meeting at four o'clock, p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Boisvert, Decore, Dinsdale, Fulton, Gauthier (Portneuf), Hansell, Knight, Knowles, McWilliam, Murray (Cariboo), Richard (Ottawa East), Robinson, Smith (Queens-Shelburne), and Stick (14).

In Attendance: Same as listed for the morning meeting.

The Committee concluded its study of the Annual Report of the Canadian Broadcasting Corporation.

Mr. Dunton was called and was further examined.

Mr. Fulton raised a question of privilege respecting the propriety of holding a meeting this afternoon.

After discussion, the Chairman ruled that the meeting was regularly called and constituted. At a later stage in the proceedings, the Chairman quoted an extract of the verbatim deliberations of the morning meeting at the time of adjournment.

Messrs. Landry and Bramah supplied answers on C.B.C. pensions plan and finance respectively.

The Chairman tabled copies of Performance Reports (1949-50-51) requested by Mr. Coldwell, which were distributed forthwith.

Mr. Caton was called. He produced, as requested previously, a table respecting applications for television broadcasting station licences.

Ordered:— That the above mentioned table be printed as an appendix (See Appendix I to this day's evidence).

Mr. Caton supplemented a previous statement of Mr. Browne on revenue of collection of licence fees.

Having concluded its study of the C.B.C. Annual Report, it was decided at the request of Mr. Fulton, to hold a meeting next week for the purpose of hearing and questioning C.B.C. officials on television.

At 5:30 p.m. the Committee adjourned until Monday, December 10th, at 4 o'clock p.m.

ANTONIO PLOUFFE,
Clerk of the Committee.

EVIDENCE

December 7, 1951.
11:00 a.m.

The CHAIRMAN: Gentlemen, I see a quorum.

Mr. Hansell, I understand from Mr. Dunton that the officials are having some difficulty in completing the return which was ordered for you. Perhaps I might ask Mr. Dunton to explain the situation.

Mr. A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation, recalled:

The WITNESS: Yes. The motion before the committee was for the names of correspondents, newsmen and commentators; the number of times they have spoken, and the range of fees—I think for 1949 and for 1950. That was right, Mr. Chairman, wasn't it?

The CHAIRMAN: Yes.

The WITNESS: We will be very glad to produce this information. We have no objection at all in principle to giving it. It is the problem of actually getting it done for the committee that presents a great number of difficulties in the way of obtaining the information. Just to give the committee an idea of what would be involved: our officials would have to check over, conservatively estimated, 30,000 programs for the two years. In each year we put out about 70,000 network programs and about 15,000 of those would be talk programs in which those people mentioned would have been used or may have been used. They would all have to be checked. As you can see this will take a number of people quite a long time. We are glad to do it, but I was just wondering if there is another, a shorter way. We have on hand a number of lists and compilations of people on certain main programs these two years. I just wonder if by chance that might meet the need.

The CHAIRMAN: Is that in written form?

The WITNESS: Yes. I have a number of sheets here covering a number of the main programs over these two years some of which were done in preparation for the last parliamentary committee.

By Mr. Hansell:

Q. You do not have any precise method of keeping a record of those as you go along at all?—A. They are kept on a number of different programs, but there are so many different programs to check for a compilation. That is why I say it would mean checking back the whole number of programs.

Q. When I asked for that information I visualized that you would have a check on each program. I rather thought you might have a record as to what goes over the air and the speakers on each program and what they were paid, and all that; perhaps in a special ledger of some kind, or in a book of some kind. I rather thought that might be the way you kept the record and it would only be a matter of perhaps typing that out. You do not do it that way?—A. Not in that form. There are records for the different programs and series of programs, and that is why the information on any particular program or series of programs you wish could be got quite easily, but some people may appear on different series of programs; and that is why we would have to do a complete check of the different talk programs and then compile it from that.

Q. You would not be able to say then very readily by looking at your records how many times Mr. "X" spoke?—A. For specific names, yes; not in detail for all. As I say, we can give you some idea.

Mr. HANSELL: I might ask, Mr. Chairman, if Mr. Dunton would let me have the document he has there. I will look it over. That might serve my purpose.

The CHAIRMAN: That is a very good suggestion.

Mr. HANSELL: I will give it back to him later.

The CHAIRMAN: You can look it over while we are proceeding with our further study of this report and you can let us know your wishes later.

Mr. HANSELL: That is fine.

The WITNESS: Might I say, Mr. Hansell, that we have that for this year too. Would you like that also?

Mr. HANSELL: If you have it up to a later date that would be useful.

The WITNESS: We have done more work on it this year, as a matter of fact.

Mr. HANSELL: All right. Will we find the range of prices on this, Mr. Dunton?

The WITNESS: No, I can give you that right now, if you like.

Mr. HANSELL: All right.

The WITNESS: Would it take too long? Would you like me to read it now?

The CHAIRMAN: Do you want that now, Mr. Hansell?

Mr. HANSELL: Well, later on might be all right. I am not fussy.

The CHAIRMAN: Gentlemen, I think that if I remember correctly, we had reached in the annual report the subject "talks" on page 18; and I presume this answer can be given under that heading as conveniently as under any other.

The WITNESS: These are the present ranges of payments for main network talks, usually for evening talks. They are not absolute. There may be some cases under special circumstances where either less or more has been paid. The general range of fees is as follows: for half hour evening talks, national network, \$75-\$125; for quarter hour talks, \$35-\$60; for ten minute talks, \$25-\$50; for five minutes, \$10-\$25—usually \$15 to \$25; short items, two and a half minutes, \$15-\$25; to participants in the more important forums \$50; the chairman, depending on the forum, \$75-\$90; for the lesser forum type of programs \$35-\$40; the general range on forums, \$35-\$60.

By Mr. Hansell:

Q. That would be each person taking part, would it?—A. Yes, and the chairman gets rather more if he is outside the staff.

Q. Now, are there any other expenses beside that? Suppose you have to bring someone in?—A. Yes. If we ask someone to speak on a forum which is taking place away from his town we pay his expenses.

Q. That is you do not have any per diem allowance, just actual expenses are paid?—A. Just actual expenses, up to \$12.50 a day.

The CHAIRMAN: Are there any further questions under the heading "talks"?

By Mr. Fleming:

Q. Yesterday Mr. Dunton tabled information asked for by myself at an early stage about commentaries from the United Kingdom, and this arose out of a question asked at an earlier meeting about balanced presentations from various points of view. I repeat what I said then, that I recognize the difficulties of weighing points of view that are reflected in these talks, and the compounded difficulty of achieving what is or what might be regarded generally

as balance. On looking over this statement, which is the statement for the year 1951 up to November 11, I notice that there have been in the Capital Report series a total of 44 broadcasts and these have been delivered as follows: Robert Mackenzie, 2; Martin Schulman, 3; Elmore Philpott, 3; Herbert Steinhouse, 3; Gerard Fay, 1; Jan Kinche, 1; Andrew Cowan, 1; Douglas Lachance, 1; Peter Stersberg, 1; and Matthew Halton, 28. Now, that does not impress me as being a very balanced sort of presentation, where one commentator, Mr. Halton, supplies 28 out of a total of 44, and the balance has been distributed among 9 others.—A. My comment on that, Mr. Chairman, would be, first that Capital Report is not the only program, there are a number of others. You get a certain balance from the other programs. Secondly, I agree with Mr. Fleming to quite an extent; I think there should be more variety of interest than there is, more variety in the Capital Report program itself. I suggest that the over-all balance is quite reasonable, and I believe that the Capital Report program should have a wider variety.

Q. On that first point, Mr. Dunton, you say there may be some balance brought about, achieved, by other series. I think it is important to bear in mind that people may become accustomed to this particular series, and this Capital Report is an established series, and I think it is necessary to achieve balance in a series like that regardless of other series, because you don't reach the same listeners with other series.—A. I think there is a lot in that, Mr. Fleming. I believe there should be more variety in this program and we will see that there is.

The CHAIRMAN: International affairs and United Nations.

Mr. HANSELL: Before we go to that, Mr. Chairman, I do not know whether religious hours are included under talks or not but I would like to ask one question here. I had a letter sent to me from an unknown person, unknown to me at least, who asked why "Church of the Air" was transferred from the Trans-Canada network to the Dominion network.

Mr. FLEMING: Should not that come up under the item on page 26?

The CHAIRMAN: That is a good idea, that is the section which deals with religious programs.

(The Vice-Chairman, Mr. Côté, assumed the chair.)

By Mr. Smith:

Q. Mr. Chairman, I would like to get some information about political broadcasts, I have in mind an instance concerning Mr. Nowlan. We have been discussing the setting up of a committee to consider some system regarding restrictions of broadcasts when the Prime Minister or other ministers are speaking over stations to which they are assigned. In this case Mr. Nowlan stated that the manager of that station had received instructions from the C.B.C. to the effect that no political broadcasts should emanate over a private station on that Friday night. I think he said it was about 9.30 in the evening when he arrived there and the program could not go on and in its place the station supplied a musical program for the listeners and the reason given for doing it at that time was that a political broadcast was being given over the C.B.C. That does not seem right to me. I do not think that is a policy which should be carried out by the C.B.C. Perhaps we could have some explanation of that?—A. Yes, I would be glad to explain that. There is an old rule of long standing which was agreed to by all political parties when these rules were set up that when an election campaign is on, when there is a national pre-election broadcast, at that time there should be no other political broadcasting on any other stations. That is well known to political parties. The particular station to which you refer would have the instructions, and it would have the

reminders that go out to all private stations, and their attention is drawn to it. I cannot quite reconcile what Mr. Nowlan said, because I know the manager of that station did know the rules.

We have on record a letter from the station. I think that election took place on June 27, 1949, and we have on record a letter from the station dated May 21, over a month previous to the election, listing their proposed political broadcasts and specifically leaving a gap in the time, on June 24, when there would be the national political broadcast. So there is no record of, and I do not think there could be any suggestion of, the Canadian Broadcasting Corporation officially telling the station that they could not carry any broadcast at that time because they had reported a month earlier that they were not planning to do so, and that they were running the Progressive Conservative time before and after the time when the national broadcast would be on the air.

Q. Even if that particular station were not a part of the network carrying a national broadcast, your rule is that no station of that type has the right to carry any other kind of political broadcast?—A. Our rule has been in existence for years, and it was originally brought in with the concurrence of the various parties at the time that the rule was drawn up.

Q. And do you say that the parties have known of that rule and have been quite satisfied with it?—A. As far as we know, yes.

Mr. FLEMING: Mr. Chairman, I think that some information should have been given in advance that this matter was going to be raised this morning. Mr. Nowlan is not a member of this committee, and there might be something necessary to be said on the other side of the question. So I suggest, Mr. Chairman, that this matter had better be left over.

The VICE-CHAIRMAN: Order, order.

Mr. RICHARD: Mr. Chairman, I think that Mr. Dunton is perfectly right. I have been purchasing time for the party locally here in many elections. I know that the C.B.C. had a chart showing the time available for the next few weeks, and it showed in red and blue: this is the network and you cannot purchase time at an hour when there is a national broadcast, whatever the party is. That has always been understood in the case of a general election.

The VICE-CHAIRMAN: Well, if the rules and regulations were known to all parties, I still suggest that Mr. Nowlan did not get fair treatment.

Mr. FLEMING: I appreciate my friend's remarks, but I think we are interested in getting all the facts before the committee.

The VICE-CHAIRMAN: Are there any particular questions on that point?

By Mr. Knowles:

Q. Do you know of any cases where it worked the other way, where other local broadcasts were denied because the leader of some other party was on a national broadcast?—A. Curiously enough, we have a record of the same situation in the same station, where a local liberal political broadcast was in conflict with national time and they had to move that local liberal broadcast, which was conflicting with a C.C.F. national broadcast.

Q. Hear, hear! I did not know I was going to get that answer, but I heartily approve.—A. I think that in every election campaign this sort of thing comes up. It is a very strenuous time both for the stations and for our people, and a number of these things will come up; but they usually work out pretty well, I think.

By Mr. Stick:

Q. According to you, that station at the time knew the regulations?—A. Apparently they did because they informed us over a month before the elec-

tion that they were leaving this period free, and that they were scheduling the progressive conservative time for a half hour before and a half hour following this given national period.

Q. So they knew the regulations in regard to the matter?—A. The regulations would have been drawn to their attention in any case, and apparently they did know of them, because they had written to us over a month ahead indicating that they were planning the time in conformity with the regulations.

The VICE-CHAIRMAN: "Literary and cultural programs"; "The Canadian Scene"; "Regional Interests"; "Programs for Women"; "School Broadcasts"; "Radio-Collège".

Mr. FLEMING: On the matter of School Broadcasts I think that praise should be given to the Canadian Broadcasting Corporation, and I think reference should be made to the fact that there has been a good deal of praise and appreciation expressed for this type of broadcast which is carried on by the C.B.C.

The VICE-CHAIRMAN: Thank you, Mr. Fleming.

By Mr. Smith (Queens-Shelburne):

Q. There was a time when I was confined to bed for quite a while and I found that those school broadcasts were just as interesting as any others which were on the air at that particular time. I thought they were particularly interesting.—A. I think a great many grown up people do.

Q. Oh, I was grown up at that time.

The VICE-CHAIRMAN: Don't we all?

Mr. KNOWLES: The hon. member wants it on the record.

The VICE-CHAIRMAN: "Radio-Collège".

By Mr. Dinsdale:

Q. Is that a program which is confined to one network?—A. No. It is a program which is not confined just to one network because it is worked out with provincial authorities who actually pay for the broadcasts which we produce. We try to meet their wishes in getting as thorough a coverage as we can in every province for that one particular program because of the provincial interest in it.

Q. We have experienced some difficulty in Brandon in receiving station CBW because of the nature of the terrain; and as a result, some of the trans-Canada broadcasts have not been coming through too clearly.

Mr. GEORGE YOUNG: The school broadcasts should be on the Brandon station now. We recognize no network as far as school broadcasts are concerned because they apply to each province, and we include the program on radio stations in each province.

The WITNESS: There was quite a discussion as to whether Brandon was or was not getting the school broadcasts. We went thoroughly into the matter and my understanding is that the Brandon station is added this year. There were differences of opinion noted about the degree of reception.

By Mr. Dinsdale:

Q. I think our difficulty lies in the nature of the terrain around station CBW—A. I am not sure what it would be but I think our engineers claim that with a good receiving set reception would be perfectly all right at Brandon.

By Mr. Fleming:

Q. Do you keep in close association with the provincial education authorities in broadcasting these programs?—A. I think that is a very happy example of

real and productive co-operation between federal and provincial bodies. The provincial authorities pay for the provincial school broadcasts which only go to their province, or in some cases, several provinces will lump together to pool for a program. But we do the production and in those broadcasts the plans are made to fit in with their curricula; and in addition we see to it that the national school broadcasts go right across the country and they are worked out with the National Advisory Council which includes representatives of all the provinces. These are extremely interesting meetings to attend. At those meetings we see educational people from all across Canada working with our broadcasting people to bring about a national pattern of school broadcasts.

Q. And I take it that the same holds true in regard to the school broadcasts on the French network?—A. No. Properly speaking "Radio-Collège" is not an "in-school" series of broadcasts. It is not designed for in-school listening. It is an educational type of program but not intended for school hours and it certainly is not aimed at elementary school age children, but more towards the classical college age or the grown-ups. But we have no arrangement with the Quebec authorities regarding French broadcasting for "in-school" listening.

Q. Have you any arrangements with the Quebec Department of Education with respect to school broadcasts?—A. They take an interest in our English broadcasts which are carried in Montreal and Quebec and which are available in the province in English. Dr. Percival of the Quebec Department of Education has been chairman of the National Advisory Council for several years.

Q. Has the Quebec Department of Education approved generally of those broadcasts, so far as their going out on the English network in the province of Quebec is concerned?—A. Yes, by sitting on the council as representatives of the other provinces, and by doing their part in planning the series.

The VICE-CHAIRMAN: Mr. Dinsdale.

By Mr. Dinsdale:

Q. In connection with the University of Manitoba, the University of the Air series, and the affiliated colleges participating in it, why is it not possible for broadcasts by members of the faculty of Brandon college, originating in station CKX, a private station, to go out over the C.B.C.?—A. We have arranged for pick-ups for all sorts of programs to be done at private stations. I could not speak for this particular station. It might be the question of cost for a special wire line into your Brandon station. I would want to know more about the particular situation there.

Q. The particular situation is apparently that the programs which originate in station CKX cannot go to station CBW because of the line cost; and that would mean, I take it, that station CBW would not be willing to pay for the line cost. But these programs were in the nature of a public service, an educational feature.—A. It sounds as if our officials were being economical. But I would like to look into it further because there may have been some other reason.

Q. They were programs presented by members of the faculty of Brandon college who were taking part in the University of the Air series; but they were restricted to station CKX, the local outlet, because the programs could not be broadcast by CBW. I could not obtain an explanation for it.—A. I shall be glad to look into it and let you know.

Q. Yes. Perhaps it is a personal matter.

The VICE-CHAIRMAN: "Radio Collège", "Farm, fisheries and gardening"; "Regional farm broadcasts"; "National Farm radio forum and Le Choc des idées"; "Other programs"; "Religious Programs"?

By Mr. Hansell:

Q. I asked a question of Mr. Dunton a little while ago about religious programs.—A. Yes, why was the Church of the Air transferred to the dominion network.

Q. Yes.—A. It was transferred in order to try to get a better balance in programming between our two networks. Two years ago, I think it was, we added the National Sunday Evening Hour on the trans-Canada network. That made 3 fairly straight religious programs on the trans-Canada network and none on the dominion network, so we thought we would get better balance by transferring one of the programs to the Dominion network.

Q. What is the difference between the coverage of the two networks? This gentleman, for instance, feels that the dominion network has not got the same coverage as the trans-Canada network?—A. It is hard to say. I think, for example, there would be stations on either network which would have different opinions. In some parts of the country the trans-Canada coverage would be better than the Dominion network coverage, while in other parts of the country the Dominion network coverage would be better than that of the trans-Canada network. In Newfoundland there is no Dominion network coverage.

Mr. STICK: We get all the religious programs we want down there.

By Mr. Hansell:

Q. When you speak of coverage, you are not speaking of geographical coverage, are you?—A. Yes. I am speaking of geographical coverage.

Q. It is claimed that the Dominion network reaches a much smaller number of listeners than the trans-Canada network. Have you any comment to make on that?—A. It may be somewhat smaller, but I would not think much smaller. Certainly it has not got any coverage in Newfoundland. The stations would probably not go as far out in some of the more northern areas. The coverage is not good in northern Ontario and in some areas of British Columbia.

Q. Would you mind if I turned over this letter to you and you could look at it and answer it, perhaps?—A. I will be glad to answer it, Mr. Hansell.

The VICE-CHAIRMAN: "Children's Programs"; "Variety and Comedy"; "Sports"; "Sports College".

By Mr. Dinsdale:

Q. Under the heading of "Variety and Comedy" do you include musicians too?—A. Yes. This would include shows in which there is a variety of music and comedy and other things. It would not include shows which are entirely music, though.

Q. In regard to the artists employed, would you hire outside artists for the program, rather than use the C.B.C. staff?—A. Yes. They are all hired for the program.

Q. And there are fixed rates?—A. In most cases the rates which are in effect are the minimum rates which are fixed according to our agreement with the unions in question.

Q. And there is no permanent part of the staff which is hired for those programs?—A. I am just reminded that Rawhide might be counted as a member of our permanent staff, but in general we do not have any artists on the staff.

The VICE-CHAIRMAN: "Sports College", "Quiz Programs", "Use of Talent".

By Mr. Smith (Queens-Shelbourne):

Q. I notice that the C.B.C. paid for performing rights for music which was controlled by C.A.B.A., and B.M.I. in the amount of \$168,000. Has that amount been set in the last few years?—A. It has grown pretty steadily, as you know. There is a Copyright Appeal Board which sits and confirms the rates that we pay to organizations such as CAPAC. Actually, there are rates before the board now for confirmation or for action.

Q. I was informed some little time ago that some of the private stations were not holding the line in connection with this thing. Has there been any strong case that you know of?—A. The situation has changed. The last time there was a real contest before the Copyright Appeal Board and we fought it for all we were worth. The private stations had a form of agreement and they did not fight it. We got quite a large increase in the decision of the appeal board. This time CAPAC has filed the tariff applying to us, and we consider it is a fairly reasonable one. It means a small increase but not a great one and we are not opposing it.

By Mr. Stick:

Q. I noticed among the programs last year there were certain types of programs whose purpose was to bring out Canadian talent such as singers and so on. I believe they offered prizes and I believe that Mercury Mills, Canada Packers and C.I.L. sponsored such programs. Have you done anything similar to try to encourage local talent by means of offering prizes?—A. We have done that in several instances. You mention the program called "Singing Stars of Tomorrow". It is an excellent one. If it were not being done by a sponsor—and we are very glad to see it being done—we would do it ourselves on the English networks. It is also an expensive program and we are very glad to see someone else paying for it. And on the French network we have a similar project ourselves which has been running for several years. It is called "Nos Futures Etoiles".

The VICE-CHAIRMAN: Does not the C.I.L. present a similar program in Toronto?

The WITNESS: It is sponsored by C.I.L. this year and last year. We also have a program on the Dominion network which is called "Opportunity Knocks", which has been very successful; and this year on the French network they are having a competition in writing talent of a somewhat similar kind.

By Mr. Stick:

Q. That would be carrying out in general the recommendation of the Massey Commission, to try to encourage local talent?—A. Yes, but we feel that competitions are not by any means the only way to do it. We try to do it by means of all sorts of programming on the regional and national basis, by giving artists who reach a certain stage of development some sort of chance, and some payment.

Q. I understood that we were coming under the American influence too much and that we should encourage local artists. That was the basis of my question.—A. As we have said, we think we are doing all that we can afford to do now, but with some increase in funds we plan to do a good deal more.

By Mr. Henry:

Q. Is your practice that of picking up an artist and selling him to a commercial program or do you leave him directly on his own to deal with advertising agencies?—A. Usually we would not have any set arrangement

with a particular artist. We would not have a long range contract, or we have had them in very few cases in the past. We are not in the business of managing talent, which would be an occupation all of its own.

However, it works out in another way. If we find a promising artist and give him a chance to be heard on a program, or a series of programs, that is the best way he has of being recognized and getting perhaps opportunities for commercial work.

Q. You let the public hear him on one or two programs or on a small series in the hope that someone will pick him up?—A. In many cases, if they are good enough and keep improving, there will be further work for them on the C.B.C.

(Mr. Robinson resumed the chair.)

The CHAIRMAN: Special programs?

Mr. WHITMAN: I think a word should be said about that. I see in the last paragraph a note on the Northern Messenger service. It was my privilege to meet a missionary a few weeks ago who had gone into the north and who commended it. I have listened to this service, and I have listened to the messages going through. I have had a lot of very favourable comment by these people in the north in favour of maintaining and even expanding it. They get news from home which they otherwise could not get and it is very much appreciated.

The WITNESS: I am very glad to hear that first hand account of it.

The CHAIRMAN: International radio relations? Page 36, technical development?

Mr. KNOWLES: Mr. Chairman, are you going to call construction?

The CHAIRMAN: Construction.

By Mr. Knowles:

Q. There is a matter on which I would like to say a few words and on which I would like Mr. Dunton's comment.

May I say at the outset that as you are aware, Mr. Chairman, my membership on this committee is on a come and go basis. I substitute for Mr. Coldwell when he has to be away so if this matter has been discussed before perhaps I will be told about it very quickly.

I have before me a copy of a letter which was sent to Mr. Dunton under the date of November 26th, by Mr. Reg. Hugo, president of the Winnipeg Civic Music League. Mr. Hugo points out in his letter that this league is a body representing all musical organizations in Winnipeg, professional, amateur, and educational. The purport of the letter is that the music people in Winnipeg were pleased to note a press report that the C.B.C. was contemplating a building of its own in Winnipeg.

Mr. Hugo goes on to say:

There is in Winnipeg a great need for what is sometimes called a "cultural centre", a building which would house music teachers, studios and small rehearsal and rental halls for choirs, orchestras and studios recitals.

I do not wish to put all of the letter on the record but there are one or two other sentences I think I should quote. Mr. Hugo says:

I cannot divulge too much in an open letter, but there is more than a possibility that city and provincial governments might be brought in on a scheme which would serve certain purposes.

The thought occurs that if the C.B.C. is planning a building of its own, then a public or semi-public building of this nature could well

be expanded to serve other but allied interests in the community. A certain degree of mutual benefit could be obtained, and in particular, a considerable avoidance of duplication in the expenditure of public funds.

Mr. Hugo goes on to say they are not pressing for immediate action but that they have had this thought under consideration for considerable time and they are now hoping that it might receive the attention of the C.B.C. and perhaps as well other departments of governments—that is not the way to describe the C.B.C. but you know what I mean—interested in implementing various proposals in the Massey Report.

Mr. Dunton, would you care to comment on this letter?—

A. My comment is that unfortunately our need is pressing and urgent. We have already just about completed arrangements for buying a building and a site. We are very interested in this letter but I am afraid it is rather late for consideration, not only because other arrangements are fairly well advance, but because time is so short. We have to get out of our present premises in the spring of 1953—June of 1953. That will give our management only time, starting right now, to have all the arrangements made to get in. I am afraid that under this proposal we could not hope to be able to move by the spring of 1953.

Q. Have you indicated before, either in this committee or elsewhere, where you are building?—A. No, I do not think I have. We are not building; we are buying, or at least we are planning to buy an existing building which seems very suitable for our purposes, at what seems to be a very fair price. We will then transform it for our studio needs.

Q. May I ask what building it is that you are buying?

Mr. SMITH: Have you an option on it?

The WITNESS: It is a little difficult. There is nothing to hide about it except it is a business arrangement going ahead. We have an option on it now and we think the deal is good, but we have not all the necessary approvals to go ahead with it.

Mr. KNOWLES: I appreciate the difficulty you have mentioned in terms of your time problem, but I still hope that the representations in this letter might be given consideration?

The WITNESS: If the committee wishes, and we have no serious objection, this is the state of things. We have an option and the deal is not closed—but I think our option is pretty firm.

Mr. FLEMING: Could we first ask this question? Has the identity of the optionee been disclosed to the optionor?

The WITNESS: Oh, yes; the principals know who they are dealing with. In fact, I think they are rather pleased with who they are dealing with.

I do not think there is any objection. It is a garage building at the corner of Portage avenue and Young street, owned by the James Richardson Company. It is particularly suitable for us because it was built for automobile showrooms and it has high ceilings and widely spaced columns—which we require for studio facilities.

Mr. KNOWLES: That is the building now occupied by the Pigott motor firm?

The WITNESS: Yes.

Mr. KNIGHT: You have been in Winnipeg before?

The WITNESS: Yes.

By Mr. Knowles:

Q. That would seem to be a good site and I would say further that it is an excellent site for this joint proposition?—A. If they want to come along and

help pay for what we need we would be glad, but the difficulty is one of delay. Anything they are contemplating would mean new construction and I would not think the building could possibly be planned on a co-operative arrangement, the designing done, and be ready by anything like June, 1953. Our engineers feel they will be very pressed to get the existing building transformed by then.

Q. Is the existing building large enough for your purposes?—A. Yes.

Q. You plan only to transform it, not to enlarge it?—A. Not at present to enlarge it.

Q. Have your engineers made any study to discover whether the foundation and the construction is such as to permit the building of additional storeys? —A. Yes, there are the necessary columns and so on.

Q. It is not a very high building?—A. The building was planned to take an additional two storeys.

Q. Do you require those additional two storeys for your own purposes?—A. Not at present.

Q. Then Mr. Hugo's idea is not ruled out of court completely?—A. I would say if there is money or financial help available we would be glad to hear of it, but we feel we have to go ahead as fast as we can.

Q. I will suggest to Mr. Hugo that he write you again expanding on his belief that other money might be available. Would you be glad to get such a letter?—A. Yes, we would be very interested.

By Mr. Fleming:

Q. How did you arrive at the price in your option?—A. At the buying price? I might explain that our management has been very worried about the Winnipeg situation for a year or two. We have seen it coming and we have known for some months that we would have to get out of our present premises, and that there was no chance of staying in the Manitoba telephone building. We had hoped to stay on. We have been anxiously looking for a possible building in Winnipeg within the last year. Up to now we have not found anything satisfactory. Our management is not anxious to buy land and build because of the very high cost of construction and the long delays. We were getting rather desperate and a month or two ago when we heard there would be a chance of getting this building we looked into it right away. I think someone else had an option at the time but they seemed rather anxious to sell to us and offered us a price that seemed very satisfactory. It has been thoroughly checked by our architects and engineers and I think it is a very reasonable price.

Q. Did you get any advice from competent local experts as to the price?—A. I might explain that our officials have been learning a lot about Winnipeg real estate from all sorts of experts and agents, but nobody was asked to give an opinion for a fee. From the knowledge they have acquired from the experts in Winnipeg this is a very fair price.

Q. I am interested in what you say about experts, but are you sure it was any more than just contact with the agents?—A. I will have to check exactly on that but as I say we have men who are pretty competent in this field. They have done a pretty thorough survey in Winnipeg and they have been checking all sorts of possibilities, prices, and that sort of thing.

Q. I mention this for obvious reasons, Mr. Dunton. However competent engineers and architects may be in dealing with such a building it requires someone who has expert knowledge of local real estate values to advise whether or not the price is fair. Mere contact with agents, while it may be of some help if you are viewing a number of properties, and while it certainly may be a guide, will not be sufficient, I think. In these cases, as I said in

connection with the Ford Hotel and the Radio Canada building in Montreal, you should have some outside advice on the price before you agree on the particular price—

Mr. MCWILLIAM: Advice from Toronto.

By Mr. Fleming:

Q. I think that should be the policy for your own protection as a corporation, as well as for the protection of the public interest. You should follow that procedure in cases of substantial purchases?—A. We will certainly take that into consideration, Mr. Chairman. We had to get on fairly quickly in this thing and as I said, there was no formal opinion given by a local expert, but in this case we had to make up our minds quickly and make as thorough a study as possible.

Q. I appreciate that, Mr. Dunton, but there are a lot of mistakes made at times under pressure of urgency. As a matter of policy I should think you could get an opinion of an expert without too much delay. It is most important in the interests not only of not making a mistake in price, but matters of this kind should as far as possible be beyond all question. With a public corporation such as the C.B.C. you want to see that you are protected against criticism by obtaining some outside opinion to buttress the opinion given to you by your own architects and engineers. They are necessarily qualified to speak on local real estate values?—A. We will certainly consider that, but in this case, apart from any value that you could attribute to the land, the cost attributable to the building is very low, and very reasonable for that structure.

Q. That is all to the good, but I think it would be a very good practice for you to get some outside opinion, some competent outside opinion to back you up?

The CHAIRMAN: One opinion or more?

Mr. FLEMING: Well, in large purchases, Mr. Chairman, I think it would be a good policy to take a couple of them.

The CHAIRMAN: And pay a fee?

Mr. FLEMING: You would have to pay a fee, but I think the fee would be a good investment in the case of large purchases.

The CHAIRMAN: Are there any other questions on construction?

By Mr. Knowles:

Q. I take it the transforming of the building will be mainly internal, so as to make it suitable for your broadcasting needs, and perhaps some external transforming as well? At the moment the front on Portage avenue has a series of large show windows?—A. Almost nothing will be required outside except to do something about the show windows—fill them in or replace them. Our management feels that the outside is pretty good looking now.

Q. It will be of interest to people who have been active in radio for a long time to learn that they are going back almost to where public radio started in Winnipeg. For many years the original studio was at the corner of Sherbrooke and Portage in the old Manitoba Telephone Building—however that has no particular significance here; it is merely a point of interest.

By Mr. Fleming:

Q. Just one question on the same matter. How long has your option to run, Mr. Dunton?—A. At this stage we have had to pay for the option and it runs to March.

Q. You have lots of time— —A. We have time to get the kind of opinion you suggest.

Q. Yes. When you come to your renovations are they going to be extensive? Is it a pretty big job?—A. Yes, because we have the usual problem that they are not offices, it is a studio and as you know—and as you have seen in the Radio Canada Building—studio construction is a very expensive thing.

Mr. KNOWLES: You will have to soundproof against the Portage avenue streetcars.

Mr. FLEMING: You will have to call for tenders for that sort of work.

Mr. KNIGHT: Some of the people I represent were concerned a bit by something Mr. Dunton said the other day. Mr. Dunton will remember that I had been urging the construction of a production unit for the Saskatchewan region and that I said I thought my own home city of Saskatoon was probably the best place for such construction. Mr. Dunton was good enough to say that the construction of a unit was among the plans of the C.B.C. providing that sufficient funds were forthcoming. I think he said distinctly that the C.B.C. up to the present time had not decided upon any site for such a unit and that he would be glad to have representations from Saskatchewan in that regard. I was very pleased with that answer. But I see by the Regina Press that more hopes have been raised now. They are being raised by some of the statements Mr. Dunton is reported to have made. I do not know whether he made a technical explanation, I was not here at the time, but I believe he said something about Regina. Now, immediately, those people jumped to a conclusion, and I was wondering if Mr. Dunton, for the record, would just say exactly what the situation is there, what his reference to Regina meant on that particular occasion.

The CHAIRMAN: Maybe he was thinking about the Saskatchewan Rough-riders.

Mr. KNIGHT: There is an association suggested there, I suppose.

The WITNESS: I was giving a very general outline of the capital projects which appeared desirable, which would be desirable if we had a great deal of money, and a rough estimate for it had been worked out by our engineers. One item in that was \$75,000—and our engineers, who do not worry too much about such matters, simply put down "Regina" when they meant Saskatchewan, the Saskatchewan picture.

Mr. KNIGHT: The Saskatchewan picture?

The WITNESS: The Saskatchewan production centre. What I said, however, still goes; there has been no decision by the corporation as to where that production centre is to be.

Mr. KNIGHT: Thank you. That clarifies the matter. Then, I take it from what you have said, that it has not as yet been decided upon?

The WITNESS: That is right.

By Mr. Hansell:

Q. You mentioned the other day that you were contemplating studios in Calgary, I think. Could you amplify that? Are you giving consideration to that now, or have any plans been made for it?—A. I tried to explain, Mr. Chairman, when I was talking about these matters, that these are projects which should be done if we had lots of funds but no decision had been made about priorities. I also pointed out that it would not be possible with the funds in sight to do anything like all these projects. Also, I think it would be desirable to have the same studio accommodation in Calgary as we have in Edmonton; but, as I say, there has been no actual decision.

Mr. HENRY: Would you apply those remarks to what you said about undertaking construction in the city of Toronto?

Mr. STICK: Mr. Chairman, I would like to get in on this.

The WITNESS: I think there are a number of others on that list.

By Mr. Stick:

Q. What are your plans with respect to Newfoundland? I understand that while you have been working in the Newfoundland hotel that you will have to get out of there. I would like to have on the record what you contemplate for Newfoundland in the way of improved facilities?—A. We are spending quite a lot of money there at the present time on the Total Abstainers Building.

Q. Conversational broadcasts, I suppose. Are you renting space in that building?—A. We are renting space in there; and we will, as usual, have to make transformations for the necessary studios and so on.

Q. When do you expect to get that done, can you say?—A. I think they are partly in now. I think they are just in the process of moving in.

Q. Then that means that you have a certain amount of duplication at the present time. Have you taken into consideration the construction of a building for yourself there?—A. We have thought about it and we just thought the price would be excessive with the funds that we have at our disposal, particularly because we had to make those decisions before we knew that we might have more funds. We had to go ahead because we were forced out of the Newfoundland Hotel.

Q. That is right.

Mr. KNOWLES: Where will the total abstainers go?

Mr. STICK: We are going to send them out to Winnipeg.

By Mr. Fleming:

Q. What about this Radio Canada Building, Mr. Dunton? Respecting the ownership of Radio Canada Building in Montreal, is that in the C.B.C., the government?—A. That is right.

Q. That building also houses the government services that are provided for the Department of External Affairs in connection with the International Shortwave Service?—A. We carry on as agents for the government—

Q. What about the International Service?—A. —in consultation with the Department of External Affairs.

Q. But as a corporation you are responsible to the government? I am more concerned at the moment with the financial arrangements with regard to rent. What is the arrangement at the present time? Do you pay the government rent for the building?—A. The amount has been worked out with the Department of Finance at so much a square foot on a proportionate rental based at an amount which was set by an independent real estate operator in Montreal.

Q. Has that arrangement been brought into effect yet?—A. It is in effect now, yes.

Q. It is in effect?—A. Yes. Perhaps Mr. Bramah could give you more information about that.

Mr. H. BRAMAH (*Treasurer, Canadian Broadcasting Corporation*): The arrangement was worked out with the government people in discussion with the Department of Finance. I think the present arrangement operated up to October 31, 1951, and is subject to further discussion.

Mr. FLEMING: Well, do I understand that final approval has not been given yet by the Department of Finance, Mr. Bramah?

Mr. BRAMAH: The officials are preparing plans for the present year.

Mr. FLEMING: But the other arrangement only applies up to October 31?

Mr. BRAMAH: Yes, and then it is subject to further discussion.

Mr. FLEMING: Has rent been paid under that arrangement to date?

Mr. BRAMAH: Yes.

Mr. FLEMING: From the date the C.B.C. took over?

Mr. BRAMAH: Yes.

Mr. FLEMING: What date was that?

Mr. BRAMAH: April 1, 1950.

Mr. FLEMING: What does the rent work out at?

Mr. BRAMAH: \$1.79 per square foot.

Mr. FLEMING: \$1.79 a square foot; have you any comparison on that with other rentals in the area?

Mr. BRAMAH: Yes, that was all gone into by the Department of Finance.

Mr. FLEMING: Who was the expert who advised on that?

Mr. BRAMAH: From the Montreal district—you mean, the agent?

Mr. FLEMING: You mentioned that it was an expert.

Mr. BRAMAH: Mr. Bryce of the Department of Finance.

Mr. FLEMING: I thought you gave the name of some local expert?

Mr. BRAMAH: Oh, you mean the real estate men? That was the Ernest Pitt Company.

Mr. FLEMING: Well then, that rent has been paid. What about the space occupied by the International—

Mr. BRAMAH: Service?

Mr. FLEMING: Service.

Mr. BRAMAH: That is all taken into the cost of the building. There are three services in the building at the present time; there is the International Service, Sound Broadcasting and Television. That is all worked out on a property basis.

(The Vice-Chairman, Mr. Côté, assumed the Chair.)

The VICE-CHAIRMAN: Are there any other questions on construction?

Mr. SMITH: I was out of the city when this matter came up before but I have been given to understand there have been \$2½ million to be spent in the Maritimes for new stations and new improvements. Has that information been put on the record?

The WITNESS: I think I gave it thoroughly the other day. As I explained, these are projects which are desirable for improving service in the country. Indeed we haven't money in sight for them or anything like them. Therefore we have the problem in the coming months and years of picking out things which need to be improved and for which we can get the greatest results for the money. That gave an indication of what would be needed to improve the coverage situation in the Maritimes.

By Mr. Knowles:

Q. I have one other question in regard to the proposed building in Winnipeg. In whose name will the ownership of that building be vested?—A. The C.B.C.

The VICE-CHAIRMAN: New equipment, general, international conferences, commercial operations.

By Mr. Dinsdale:

Q. On commercial operations apparently when the payments under the legislation come into effect there is going to be a decrease in commercial activities?—A. We plan to drop any local commercial activities such as we have in areas where there are private stations. We propose to be more

selective in our commercial network programs. Often private stations object very strenuously when we drop commercial programs.

Q. The revenue now apparently amounts to some \$2 million?—A. \$2½ million.

Q. It is felt with the new financial arrangements you can carry on?—A. Yes, and we will be freer and we will not feel as desperately pressed for money as we have been in the last two years. We will have much more possibility of replacing these programs with better Canadian programs. That again shows the kind of problem we are facing. \$6½ million sounds like a lot of money, but when you start adding up the things that are wanted and needed in the country and the possible decrease in revenue from commercial sources, we will have to watch the situation very carefully over the five-year period.

By the Vice-Chairman:

Q. Mr. Dunton, there is one question I have which might come in under this heading of station releases. Have you had an opportunity of reading the brief of the Canadian Marconi Company?—A. Yes.

Q. I notice the C.B.C. was represented at the annual convention of the Canadian Association of Broadcasters and the Western Association of Broadcasters by your director of station releases. Would you have comment on the statement in the Marconi brief about setting up a committee for the purpose of liaison between the C.B.C. and private stations?—A. Yes, the Marconi brief makes mention of the fact that there have been no network meetings in the last two years. That is true, and we regret it very much. These meetings were held on a regional basis and representatives of the C.B.C. would go out to the different regions and sit down with people from the network stations and private stations and discuss common operating problems. This was useful to the private stations and was certainly useful to us. The trouble in the last few years has been that there has been so much time spent before royal commissions and parliamentary committees we have not been able to do this, and we did not know when our whole network structure might be changed. There were suggestions to the commission as there are to this committee that the whole structure of Canadian radio should be transformed and we did not know if we would be operating networks. We thought it was more satisfactory to wait until we were sure what was going to happen and we could talk on a much more sensible basis.

One of my hopes is that after this committee parliament will decide fairly definitely what the structure of radio in Canada is going to be and we can get back to the practical problems of broadcasting in Canada, which are many. The Marconi suggestion that there be some form of committees is an interesting thought. If we know fairly definitely what the set-up is going to be we can consider such suggestions. I think we would want to consult stations all across the country about the method of doing it. I think it is obviously in the interests of the public that there should be cooperation between the private stations and the corporation.

Q. In other words, you wish to explore the best method of liaison?—A. Yes, and one thing we will do is have network meetings.

Mr. STICK: Mr. Dunton, you referred to parliamentary committees and you may have left the impression we are a hindrance and I hope that is not so. I do hope we have been helpful.

The VICE-CHAIRMAN: I am sure Mr. Dunton did not want to leave that impression.

The WITNESS: I hope you did not get the idea we were suggesting you were a hindrance. We are glad to come to committees and know what their

opinions are. I was just trying to explain that in the last several years committees and commissions have been dealing with our terms of reference. We have not known from the end of one commission to the next parliamentary committee what we would be doing after that, and we hope whatever happens will be set fairly definitely by parliament and that it will last for several years.

The VICE-CHAIRMAN: Program statistics, French network.

By Mr. Gauthier (Portneuf):

Q. When is the second French network to come into operation?—A. That is being worked on now. As explained the other day it is a complicated thing to work out. One question is whether we need a key station, as CJBC in Toronto is the key station for the Dominion network. Whether we can work without a key station in Montreal depends on what we can do. It is a matter being studied now.

Q. What about the connection to be made with the French stations in the west?—A. We have had an official out there discussing that with them and plans are being made to send the French network programs to them by transcription.

Q. You did not receive any request from the French stations in the west as to subsidies from the C.B.C. to help them because they are meeting with considerable financial trouble?—A. There have been some suggestions. But we do not pay subsidies or pay funds to any stations in the country now and it would be a very difficult thing. We think it would be advantageous to see how this improved program service helps them. We are also working on the possibility of getting commercial service to these French stations.

Q. You have an expert working on it?—A. Yes.

Q. You are dealing with that presently?—A. Yes.

Q. Is he making any progress?—A. Yes, he has reported back and I think it is going ahead. In connection with commercial programs I think the difficulty is whether we can transcribe programs at a reasonable rate. I understand the union may want to charge a large amount extra. We have found the union very co-operative on non-commercial programs to the West.

By Mr. Henry:

Q. About this French network, does it cover a greater area than the existing one?—A. The large one would provide alternate listening in French-speaking Canada.

Q. Both networks cover relatively the same area?—A. Yes.

The VICE-CHAIRMAN: Then there is subsidiary hook-ups, broadcast regulations.

By Mr. Dinsdale:

Q. On that point there has been considerable discussion during the sittings of this committee concerning the possibility of setting up an independent regulatory body. Is it possible for Mr. Dunton to make a statement on that?—A. In the first place I found it very interesting to read what the C.A.B. brief said this time about a regulatory body. What they are asking for now is no regulation of broadcasting in Canada whatsoever, apart from technical policing. Their whole argument was against any regulation of what goes on the air; and their suggested regulatory body would be doing just what the Department of Transport is doing now. It is argued that the private broadcasters would have no special responsibility to the public for what they do on the air channels. There would be no possibility of co-ordinating Canadian radio in the national

interest—and I think that would be a very serious thing for Canada. We all realize the relation of our country to the United States, and that if we want a Canadian broadcasting structure right from east to west it has to be specifically planned and has to have direct public support.

Q. Do you think if private broadcasters had continuing representation on the regulatory body it would help overcome the feeling of frustration they seem to have?—A. You mean the board of governors?

Q. Is that feasible?—A. I think it is not a good principle that people making regulations should include representatives of those interested. It seems to me it should be as much as possible a pure public body.

By Mr. Knowles:

Q. It has to be responsible to the people of Canada.—A. Exactly. In the past there has been a great deal of consultation going on all the time with private stations and in addition we are always open for public hearings in all these matters. The main matters of regulation have to be dealt with in public.

By Mr. Henry:

Q. Mr. Dunton, Mr. Allard in giving his evidence said that what the private stations wanted was something roughly similar to the system in Australia. Have you any comments to make on that?—A. I think they referred to the system in Australia, and yet the whole main line of their argument was just as much against the system in Australia as the Canadian system. The Australia radio broadcasting control board has much more power over the private stations and what they put over the air than we have in Canada.

I do not know whether they have read the Act that applies in Australia, but the main line of the C.A.B. brief was against any form of regulation of what goes on the air. The Australian Broadcasting Control Board has a great deal of power over what goes on the air in the form of programs.

Q. You would say they were slightly inconsistent?—A. I would say they were entirely inconsistent.

By Mr. Dinsdale:

Q. Is this Australian board an independent board?—A. It is apart from the Australian Broadcasting Commission which is something like our organization as an operating body. As it implies it is an over-all control board. In many things it is subject to ministerial direction or approval.

Q. There was some reference, while talking of station rules, to a joint planning group and you expressed yourself as being rather sympathetic to the idea if it could be worked out. Would that help in meeting the demands of the C.A.B. that they have some continuing say in program policy?—A. We would be able to work out an improved liaison and that is what I was trying to suggest earlier. Whatever parliament decides about the structure of radio we would hope that it would be definite. Then, as broadcasters I think for a time at least we could forget about the structure and we could get together on many problems. In broadcasting, as you know, there are very few "absolutes" and you have to be constantly compromising and trying to work out a basis for doing things. We could do that to a larger extent with the private stations.

Q. It is obvious that the C.A.B. feels rather frustrated and left out, and they build up those feelings because they cannot have regular and continuing recourse for making complaints. They can make complaints and they can make representations when the situation becomes extremely difficult, but all the time they are building up?—A. I would not want to go into a pyschological analysis, but I think that really the channels are pretty wide for discussing complaints and it goes on pretty continually with our officials, with myself, and the board

of governors. I do think that improved liaison would be a good thing, but I think that the first essential thing is that both the private stations and ourselves know just where we stand. If it is a fairly definite thing for a few years, then I think there will be a better understanding on the part of both.

Q. Otherwise the struggle will go on indefinitely?—A. A lot of time can be wasted making speeches in public while there are important broadcasting things to be worked on.

Mr. SMITH (*Queens-Shelburne*): The argument for the separate body was weakened by the evidence given before the committee when Mr. Diefenbaker asked the representative of the C.A.B. if he would specify certain things that had happened which they did not like and to which they took objection. If I remember there were only three and those were all minor things. I talked to one of the C.A.B. people representing some of the maritime stations and the impression I got from him was that it was fear of something that might be done in future rather than anything that had been done in the past.—A. I have heard the suggestion about fear before. I suppose, looking at the Act, you can say we have fairly wide powers; but I cannot think of any body in the country whose actions are more closely watched than the C.B.C. I suppose it could be said we have the power to pass regulations about programming which could seriously interfere with the business of most of the stations in the country. However, the final thing is public opinion expressed through parliament. As you can realize, sitting on the board of governors we are very keenly aware of what parliament will ask us; and I think in a democratic country the best protection or really the final protection rests in the public and in the public knowledge of what is going on.

Mr. DINSDALE: I think this point of fear put forward by the C.A.B. is not so much the result of actual incidents which have occurred but rather the anticipation of incidents. I heard the C.B.C. program last night—"Bagatelle" at 11.30, and it dealt with the specific topic—"Why are we all Afraid". The fear is not of what has happened, it is what might happen. They are just afraid that it might place them in an awkward situation and the liaison situation is not clarified to their satisfaction.

The WITNESS: In the last few years the discussion, apart from a few suggestions about liaison, has been about the basic law of the country—not a discussion as to whether a radio licensee has any responsibility to the public, for which he is answerable to a public body. I think it is awfully important that parliament speak on this question pretty definitely. If they do, we know from experience that we can work out a lot of things with the private stations. Talking about fear, you would see, if you sat in on one of our network meetings, that there is not very much fear of anything on their side—because they talk quite plainly to us at times, and we talk quite plainly back. We are people who may have a slightly different broadcasting slant, but we are all talking about broadcasting service.

Before we can have good liaison we have to be told pretty well what the structure is and what it is likely going to be for some time.

Mr. SMITH (*Queens-Shelburne*): One of the complaints was about wire line charges. Has that been answered? I have been away so I do not know.

The WITNESS: Several members of the C.A.B. brought up the subject that has been fairly well gone into by previous parliamentary committees—the matter of wire line charges for subsidiary networks. It is rather curious that the C.A.B. brief made references to the effect that no network may be formed among private stations. To carry out our general policy and principle approved by parliamentary committees, we do not allow any national or permanent networks among private stations. We do make provision for what are called subsidiary networks that sponsors can arrange with us, for groups of stations

within a province or a slightly larger area, for a particular program; or, stations can get together themselves if they want to put on a non-commercial sustaining program.

We keep control of that situation by requiring such a network to be arranged through us, and we provide the wire lines and make the charges for them. Our charges are worked out on what we think is a pretty fair basis. The actual rates we charge are in most parts of the country less than those the private stations could, for the same service, from a comparable wire line organization. It is true that in one or two parts of the country—Alberta is the chief one—that private stations could get certain periods of time cheaper. For instance, they could buy a quarter of an hour service and some other periods directly from the Alberta Telephone system more cheaply than from us. Up to an hour period I think they can buy it more cheaply. But in most parts of the country the rates are as low and lower than they would be if the local service was bought from a regular wire line association. It really gets down again to a question of principle. Are we or are we not the network authorities in Canada? The scheme seems to be a pretty fair one, working to the advantage of stations and sponsors at least in most areas of the country. If it were to be broken down, there would not be the same amount of control over the networks, and some sponsors and some stations would be paying a little more or a little less, while at the present time it is uniform.

Mr. SMITH (*Queens-Shelburne*): At the present time everyone has it the same, whether he be in Alberta or Nova Scotia.—A. Yes.

By Mr. Henry:

Q. Does Mr. Dunton consider the C.B.C. agency a means of communication?—A. Some of these words are very difficult. We certainly do communicate things to a great number of people.

Q. Does the C.B.C. accept responsibility in the nature of a common carrier of information?—A. We try to provide a large amount of factual information to the people.

Q. You would be somewhat analogous to a common carrier?—A. I think you have to be careful because "common carrier" particularly in the radio field is used in another way. We do provide news, I suppose, in a fairly "common carrier" way.

The VICE-CHAIRMAN: Are there any further questions under "Broadcast Regulations"; "Press and Information Services"? Mr. Stick, I believe you had a question to ask under that heading.

By Mr. Stick:

Q. Is it my understanding that we pay something like \$200,000 for press services? Was not that the amount?—A. That was for the news services which we buy?

Q. Yes.—A. Yes. And could I just check that for a moment again. Last year, it was \$147,000.

Q. \$147,000; and how many agencies supply the news, and who are they? I think it is already on the record.—A. The Canadian Press, first, and through that arrangement with the Canadian Press we also get the Associated Press and Reuters. Then there is the British United Press, through which we get the United Press service, and a small service from the Agence France Press.

Mr. GAUTHIER (*Portneuf*): You are not interested, I take it, in the Tass Agency?

The WITNESS: We have not bought their service.

By Mr. Stick:

Q. Have you ever considered setting up an organization to get your own news, or do you find it more convenient to get it through the channels which you have indicated?—A. We have thought about it, but we feel it is both more satisfactory and more economical to do it as we do now, and buy our news from the regular agencies.

Q. For the time being; but you have considered in the future setting up your own news gathering bureaus?—A. We have been thinking about it but we do not think it would be worthwhile, unless the news agencies want to charge us too much money for their services.

Q. You are, generally speaking, satisfied with the news coverage that you are getting from those services now?—A. Yes, we have complained at times, but we feel that the Canadian Press gives us good service, and that among the various agencies, we are getting a pretty good supply of news.

Q. Do you consider then that \$147,000 which is spent in gathering news is well spent? Is there any possibility of that \$147,000 being increased?—A. I am afraid to say that, because, as you know, we are dealing with a business arrangement. I would not like to commit myself on whether or not we are paying too much or too little. We would naturally say to the people with whom we do business that we are paying too much, while they, naturally, would say to us that we should pay more. Some of these things are under negotiation at this moment.

By Mr. Knowles:

Q. How is that amount divided between the Canadian Press and the British United Press?—A. I think that is the sort of figure which parliamentary committees before have said they would not require from us. But on the other hand, I think this one was brought up in the House of Commons last year.

Q. Use your own judgment.—A. It is on the record several times now. Press news such as the Canadian Press and the other services bought through it cost \$108,000; British United Press, \$35,000; and Agence France Press \$4,000.

Mr. STICK: This may be a personal matter, but I think I should clear up any misconception among the members of the press. I have been informed that the statement I made here at an earlier meeting did not meet with the approval of the press. I have not read the article, and I am just quoting from what I was informed. I think it said that I did not like the press and that the present press did not like me. I want to go on record here today as saying that I conceive it to be my duty to express my opinions here freely, frankly, and fearlessly irrespective of what the press thinks or otherwise, and I shall continue to do so as long as I am a member of parliament. That is all I am going to say.

By Mr. Boisvert:

Q. Following the same line of questioning put by Mr. Stick, in building up a news service of your own, do you think it would be the proper thing to do?—A. We do not think that at the present time it would be advantageous. We would much prefer to have a system apart such as it is now. But if it was to cost too much money, we might have to turn to other methods and collect our own news.

Q. But do you think it would be the proper thing to do, to compete with the press news today?—A. We would much prefer not to do it, but we have to protect our position today. We would much prefer getting our news from the other regular sources.

Q. Thank you.

Mr. KNOWLES: It would require a nation wide, even world wide, organization to do it, would it not?

The WITNESS: It would need a very big organization, yes.

The VICE-CHAIRMAN: Page 42 "Television".

By Mr. Smith (Queens-Shelburne):

Q. How much does it cost the C.B.C. to edit the news and get it ready to send over the wires after having paid the Canadian Press and others for their services?—A. I can only give you a rough idea of that. I would say it was about \$160,000 last year.

Q. So it would cost about the same to get the news as it does now?—A. Yes.

Q. What is the cost of publishing the *C.B.C. Times*? I have had people write to me on the subject who thought that the C.B.C. was wasting money on such a thing as the *C.B.C. Times*. I have never seen a copy of it. How many subscribers are there, for example?—A. Paying subscribers to the several editions now number around 16,000.

Q. How many issues are published, and how many numbers?—A. There is the eastern edition, the prairie edition, the Pacific edition and the French language edition.

Q. And how many of each of those?—A. I am afraid I have not got the circulation broken down but I could get it for you very quickly.

Q. I was wondering how big a publication it was. I mean, does it run to many thousands? In the first place you say you have 16,000 or something like that on the subscription list. You circularize it to the newspapers and so on, do you not?—A. Yes. There are two things involved. Before we had the *C.B.C. Times* we had to put out a variety of printed material which was sent to the newspapers, the advertising agencies and other parties. But that disappeared when we started the *C.B.C. Times* and we were able to drop a number of other regular printed publications and to combine them all in here. A certain number of copies of this go out free replacing the other material which we used to send out. Other copies are sent to the general public by subscription. Roughly the subscriptions cover the extra cost for the copies that go out free.

Q. It is not a very big item, in any case, the total cost of the C.B.C. Times?—A. No, the total net cost is not very large. I will try and get that information.

Q. Do not bother with it now, let it stand till this afternoon.

The VICE-CHAIRMAN: Any further questions? We are now on page 42. Television.

Mr. FLEMING: The House meets at 2 o'clock today, and this subject of television is going to be one of the larger subjects under discussion here, so we will not have any time to discuss it today.

The VICE-CHAIRMAN: I understand you have some questions to ask on Mr. Browne's statement.

Mr. BOISVERT: Do we sit this afternoon?

The VICE-CHAIRMAN: Yes.

Mr. BOISVERT: It is going to be hard to do that. I thought it was agreed that we were sitting this morning in order to avoid having an afternoon sitting.

The VICE-CHAIRMAN: That is up to you, gentlemen, to decide, but if we could have a meeting this afternoon it would expedite things.

Mr. FLEMING: We could sit tonight, but there are two other committees sitting this afternoon, and I do not see how it can be worked out.

The VICE-CHAIRMAN: Then we will sit for another 15 minutes now.

Mr. FLEMING: The House sits at 2 o'clock today and it is now just about 1 o'clock. Mr. Chairman, have you Mr. Browne's statement?

The WITNESS: We will have it this afternoon.

Mr. FLEMING: It is not available now?

The VICE-CHAIRMAN: Not now. If you agree, we might as well keep on now till 1 o'clock and have the other meeting next week.

Mr. BOISVERT: I do not mind keeping on now till 1.15, but I do not think we should have a meeting this afternoon.

The VICE-CHAIRMAN: Is it the wish of the majority that this committee sit only next week?

Mr. BOISVERT: Let it be Monday.

Mr. KNIGHT: Mr. Chairman, I understood the meeting was arranged today, and the reason for the choice of the hour of 11 o'clock was on account of the other committee meetings that are taking place this afternoon. That was my understanding. I have no particular choice in the matter, but I understood we picked 11 o'clock this morning so as not to conflict with the meetings this afternoon.

The VICE-CHAIRMAN: We will leave it to the call of the chair, then.

Mr. HANSELL: Before we close this morning's session, might I deal with this matter that we started out with respecting a list of speakers?

The VICE-CHAIRMAN: Yes, Mr. Hansell, you might as well.

By Mr. Hansell:

Q. It appears to me that it is going to be almost a herculean task to get what I really wanted, so maybe I will have to be satisfied with these, but I am just wondering whether these are complete, Mr. Dunton.—A. I think they are complete for the series and periods which each report mentions.

Q. There is nothing here in connection with international service?—A. No, I think we could get some of those for you quite quickly on specific things; it could be done without taking a very long time.

Q. Would it be possible in the future, Mr. Dunton, if some sort of a cross index could be kept whereby at the end of the year you could give some sort of a report a little more complete than this?—A. Yes, we could, Mr. Hansell, but it would mean extra staff and facilities, but if the committee thinks so we can keep a compilation of every person who speaks and how many times.

Q. I do not want you to put on that extra staff just for me, but it seems to me that—and this is no harsh criticism at all—when members require returns from various departments of government, that is one thing I will say for government records, we can usually get pretty well every detail that we ask for. Government records are usually pretty complete, I found. It does seem to me that if we wanted to know now how many times and on what dates did Mr. X speak over the networks, that there should be some record.—A. Could I explain, Mr. Chairman, we can tell you in a few hours how many times Mr. X spoke, but where the difficulty is, is in providing the names and number of times everyone spoke. As I say, you were asking for a complete overall return that would involve examining tens of thousands of entries. Actually, we can give you any specific person or program quickly. Our records are complete, but it is the manner in which they are compiled. To meet your purpose would mean a compilation running into an examination of tens of thousands of items.

Q. If one wanted to know how many times Mr. X spoke, compared with the number of times that Mr. Z spoke, would that be quite a task to get that information?—A. That would not be hard because you have given the two names.

Q. Well, I am only giving that as an example; I may want to compare the entire picture.—A. We can give you the complete picture, but it will take a couple of weeks, by a number of people working on it, to go through the files of about 30,000 programs in two years.

Q. That means you would have to look up every program?—A. We have records kept in different forms for every program or covering every person who has spoken, relating them as to the number of times they have spoken.

Q. Could it be done from your financial records?—A. Yes, that would be one way to do it. There would be about 200,000 items to check through there, but we can do it, and that might be the quickest way to do it, and then checking back as to which are speakers and how many times they have spoken. Our financial records cover payments made in a week, and in a week a person may have spoken two or three times. I will get the complete information you want, but it will take quite a number of people working two or three weeks.

Mr. KNIGHT: Mr. Chairman, just for a point of information. I would like to get Mr. Hansell's idea as to why such an investigation is necessary. What would we do with the information if we had it? Is this information worthwhile?

Mr. HANSELL: I think the information generally would be of extreme value to the committee.

Mr. KNIGHT: In what direction?

Mr. HANSELL: In appraising the value of the talks department, together with appraising the balance of talks that come over the air. The subject, we must admit, has been brought up here every time the committee has met over the years, and the subject is a very important one to many people in Canada, and it does seem to me that we can never get a full picture. I have never been able to get it—I will put it that way. Sometimes I just wish I could put on a moustache and a pair of dark-rimmed glasses and get a job on the inside for about six months, and then maybe I would find out a few things.

Mr. FLEMING: You would have to let your hair grow longer.

Mr. GAUTHIER (*Portneuf*): That would be interesting.

The VICE-CHAIRMAN: Do you not think, Mr. Hansell, that it seems evident we cannot obtain these details in less time than a week or two?

Mr. HANSELL: That is why I am asking if something could not be done for the future.

The WITNESS: If the committee wants to recommend it, we will be glad to do that. It would not be a very complicated thing to do. We could quite easily set up a system with a little extra help to do it.

Mr. HANSELL: In the meantime, may I ask if Mr. Dunton will make these files as complete as possible and have them placed with the clerk, and I will be satisfied with that for the present, anyway.

The VICE-CHAIRMAN: May I read your motion which you have previously made:

That a return be filed showing the names of correspondents, news-men and commentators, the number of times they spoke and the range of fees paid.

Do I understand that the documents already produced are satisfactory to you?

Mr. HANSELL: When they are completed. I would not go on record as saying they are satisfactory or in fulfilment of that motion, but with Mr. Dunton's explanation that it will take several weeks to get it, and the committee will by that time have finished its work, then I would suggest I will have to be satisfied with what Mr. Dunton will file with the clerk.

The WITNESS: Could I say, Mr. Hansell, that any particular information you wanted we could get it very quickly. On particular programs, particular people, or special series.

By Mr. Fleming:

Q. Mr. Chairman, there is one point on which I think Mr. Dunton was going to get information. Have you the information yet as to what you paid for the series by the psychoanalysts?—A. Yes all four psychoanalysts—all four psychologists, were paid at regular rates, and I gave the ranges this morning.

Q. Can you give us the specific amounts in each case?—A. I prefer not to—because the same question has arisen before and parliamentary committees have not made us say what amounts are paid to individuals for particular services.

Q. What did you pay for the whole series? Do you know the aggregate for the series?—A. I have just told you that all four were paid the same amount.

Q. If all were paid the same what is the harm in giving us the information? There is not going to be any competition between them.—A. It is not between them, it is between us and all sorts of other media of various kinds. I gave the range and you have a pretty good idea what they were paid.

Q. What is the range?—A. It is on the record—\$75 to \$125 for an evening national network program.

Q. You still do not want to tell us what the total was?

The VICE-CHAIRMAN: It might prejudice them?

The WITNESS: I do not think it is a very important thing but the corporation has asked and committees have acceded to the request that it be not required to disclose what it pays to individuals. After all, we are in business trying to get all sorts of people in competition with other media and we are put in a rather difficult situation if the basis of payment is made known.

Mr. FLEMING: May I point out that there has been a pretty strong departure from that policy. It was made in the House when the minister gave information as to what the C.B.C. paid Canadian Press, B.U.P., and Reuters.

The WITNESS: I know it was, and I think it was an unfortunate thing.

The VICE-CHAIRMAN: Gentlemen, it is one o'clock and the meeting is adjourned to meet again at the call of the chair.

The meeting adjourned.

AFTERNOON SESSION

Dec. 7, 1951

Dec. 7, 1951.

Committee resumed at 4 p.m.

The CHAIRMAN: Gentlemen, I see a quorum. Had we finished with the press and information services on page 41?

Mr. GAUTHIER (*Portneuf*): We were on television, on page 42.

The CHAIRMAN: Very well, television on page 42. Are there any questions on television? If there are no questions we will pass on to page 43, Board of Governors.

Carried.

Then personnel, on page 43.

Then we come to the international service on page 46, the Voice of Canada.

Mr. STRICK: I would like to ask a question on that, Mr. Chairman.

Mr. A. Davidson Dunton, Chairman, Board of Governors, Canadian Broadcasting Corporation, recalled:

By Mr. Stick:

Q. You make these broadcasts, I understand, in conjunction with the Department of External Affairs?—A. In consultation with them, yes.

Q. Would you explain just what the procedure is? I am not quite sure as to what the procedure is that is followed between you and the Department of External Affairs in this regard. The reason I ask this question is because it came up in the External Affairs Committee and Mr. Pearson made a statement one day, and it looked from that as though there was censorship there. I ask the question as I am not clear in my own mind as to just exactly what the liaison is between you and External Affairs. Would you explain that?

A. Yes, I would be glad to. First, there is an advisory board on the service as between ourselves and the Department of External Affairs, and sometimes the Department of Trade and Commerce, and other departments that may be interested. For instance, I think Defence may be in on that committee because very shortly we will be starting broadcasts to the Canadian forces overseas which will be relayed on stations in Germany. But, really, more important than the advisory committee is the week-by-week or day-by-day consultation with the department. That is a two-way system of liaison. They make suggestions to us or give us policy guidance on matters, as they see fit. Also, there are a great many inquiries from our service to the department about things they find coming up and which they have to deal with, and that constitutes quite a constant stream of consultation on policy matters. Our director of policy of the service who has just been made the assistant supervisor, comes to Ottawa once a week at least to sit in on meetings and to consult with the department. Officers of the department go quite often to Montreal, but in addition there is a lot of consultation by telephone and letter about points which come up either through our service or through the department.

Q. When you prepare your scripts for broadcasts behind the iron curtain, do you do that story on your own or in consultation with the Department of External Affairs? Do they look over your scripts before you go on the air?—A. As a rule they do not because there is a great volume of material to look at. Perhaps I should outline how we developed the Russian service. First, the general policy to be followed was very carefully worked out with the department along general lines. Then for about a month we worked on a closed circuit operation—that is, we were not actually on the air—and then the scripts were in turn all gone over by departmental officers to give us their opinion of it. Then, of course, when we went on the air we followed the general lines laid down by them. I do not think the department could physically review every single script of what goes on the air, but everything that does go on is open to them and, in fact, they do look at sample scripts or scripts on a particular subject where they would like to see what we are saying on the air, or on particular occasions. They do look at scripts in those cases.

Q. Do you forward them a copy of the script every time you go on, or do you just send them sample copies?—A. Just what they ask for, or in some particular case we would like them to see some particular material, but I think it would be physically difficult for them to handle everything, because the volume is so great. To Russia we have broadcast about 200 hours of new

material—some of it is repeated—since the service started in February, and that would amount to something like 1,600,000 words since February.

Q. Thank you, Mr. Dunton. I asked the question because I was not sure just what procedure there was between you and the other different departments.

Mr. FULTON: Mr. Chairman, I wish to raise a point of order, or rather a question about the procedure. When I left the meeting this morning, just before one o'clock, it had been agreed, or just been stated we would not meet this afternoon. In fact, the purpose of calling the meeting this morning was because there were so many meetings this afternoon that it would be a physical impossibility for some members, if not a large number, to be here. I was certainly under the impression it was agreed—in fact, the chairman seemed to me to assent—that we were not meeting this afternoon, but the question whether we would meet on Monday was left to the call of the chair. When I got to my room this afternoon after 3.30, I found a notice to the effect that we would meet here at four o'clock. I have no quarrel with that personally, I have no personal objection to our meeting here this afternoon, but I would like to point out to you, Mr. Chairman, that there are at least three committees meeting this afternoon and in one case at least the committee was unable to obtain a quorum. What I do want to call to your attention, however, is the fact that there was one member at least who was unable to be in more than one place at one time, and one of our members was particularly interested in one of the subjects which was coming up for discussion.

The CHAIRMAN: To which committee do you refer, Mr. Fulton?

Mr. FULTON: I refer to the committee on combines legislation and the public accounts committee and this committee.

The CHAIRMAN: I understand that both of those have finished.

Mr. FULTON: They were not finished when you started your meeting at 4 o'clock.

The CHAIRMAN: Public accounts was over.

Mr. BOISVERT: Mr. Chairman, public accounts was over.

Mr. FULTON: I do not know when you started meeting here, but I want to point out that with respect to one of the things before us now you could at that time have had no way of knowing, that the public accounts committee was not going to get a quorum. The point I am particularly interested in is that I believe it was agreed we would not meet this afternoon. One of the members is not able to be here at all and he was particularly interested in one of the subjects of the report, and that is television. I just wanted to suggest to you—I think you will perhaps appreciate it—that we should at least be allowed to revert to that subject when he is here.

The CHAIRMAN: Well, Mr. Fulton—

Mr. DECORE: Mr. Chairman, it was understood this morning that the meeting would be called at the call of the chair. I thought it was going to be tonight or tomorrow rather than this afternoon. That was my impression.

Mr. FULTON: I can only say this, that I am not criticizing that impression, but I must say it was my impression, I am very positive of that. It may have been my fault. I do want to point out that your impression is not in accordance with the impression of one of the members. He expressed particular interest in that subject and I am asking that it might be agreed in fairness that he be allowed to revert to that subject at least when he comes back.

The CHAIRMAN: Does anyone else wish to speak to the point of order?

Mr. HANSELL: Well, Mr. Chairman, I do not know whether I should say this, but in our group, which is a very small group, we have to consider appointments to these special committees and when it comes to having rep-

resentation on these committees we are faced with this problem: now, which committee is the most important to you as an individual? Some of us would like to be on more than one committee, but we just have to make up our minds and we have to divide this work up and we can't be on too many committees. And now, if a man permits his name to stand for more than one committee then I believe he will have to just take the consequences should those two committees meet at the same time, because if we all take the attitude that we wanted to attend more than one committee at the same time, we just would not get anywhere.

Mr. FULTON: Mr. Chairman, I think I must point out that the reason for the point I am raising is that that member to whom I referred was required to take his place in one of the other committees. Someone has said that the public accounts committee failed to get a quorum and combines legislation had finished, but that is not the case. As Mr. Hansell says, everyone must make up his mind as to the committee he will attend; but I must repeat what I said, that one of the members at least understood this morning that we would not be meeting this afternoon and, acting on that understanding, he is not here, he had to attend the meeting of another committee. I am simply pointing out that he did leave with the understanding that this committee would not meet this afternoon. I am asking for that reason that it be understood that the item I mentioned may be reverted to when he is again able to be present in this committee.

The CHAIRMAN: Well, I left the meeting this morning about 15 minutes before it closed and I am not familiar with the discussion to which reference has been made. However, when I returned to the House some time later I was informed by the clerk that the matter of the next meeting had been left to the call of the chair. I accordingly called a meeting for this afternoon at 4 o'clock, and I understand that notices have been distributed to all members of the committee. I would like very much to comply with Mr. Fulton's request, but I feel that I would be somewhat unfair to the many witnesses who are here if I asked them to return another week under those circumstances. I think I would be fair if I did this: if we finish with the evidence this afternoon I should not require these witnesses to come back. If, however, we do not finish the evidence this afternoon, I think I would be inclined to ask the committee if we could revert to television.

Mr. FULTON: Well, if that is as far as you are prepared to go, Mr. Chairman, I must express my appreciation of your having gone that far. I must also at the same time make it quite clear that I do not think it is going far enough because I maintain again, whether I am right or wrong in the impression I have formed, that there was a very clear cut impression at 1 o'clock, that although the actual time of the next meeting was left to the call of the chair it was agreed that the next meeting would not be held this afternoon. I just simply state that as my impression. And now, with respect to the sending out of the notices. A member might perfectly well be sitting in the chamber of the House of Commons, and not get his notice at all if he happened to remain in the House, supposing there was some very interesting matter going on and he would not happen to go back to his room. I just happened to find myself in my room and when I got into my room I found the notice on my desk. But that other member is not here, relying on the impression he got this morning.

The CHAIRMAN: Mr. Fulton, you suggested in your last remarks I have not gone far enough to comply with your request. That forces me to say this, I was at a meeting of the Public Accounts Committee several days ago when

the member you claim is being unjustly treated this afternoon asked that the Public Accounts Committee meet this afternoon at 3.30. It was at his suggestion that the meeting was called.

Mr. FULTON: I am not talking about the Public Accounts Committee, I am talking about this committee.

The CHAIRMAN: It was at that member's suggestion, the member you now claim is being unjustly treated by me, that the Public Accounts Committee met at 3.30 this afternoon. I was at that meeting and that member was not there.

Mr. FULTON: I am not talking about the Public Accounts Committee. Mr. Hansell has pointed out a member has to decide which committee he can attend. The fact that a member isn't at a meeting of another committee at another time has no bearing on the matter and can only be considered as a gratuitous insult to the member.

Mr. DECORE: Mr. Chairman, other members of this committee have been here since 4 o'clock. Let us go ahead and do some work.

Mr. RICHARD: The insult is to the Canadian people who failed to send down enough partisans of the gentleman mentioned.

Mr. KNOWLES: To show that I am an impartial I will say I think Mr. Fulton is labouring the point a bit, but at the same time I certainly had the impression at 1 o'clock today we were not going to meet again this afternoon. I think if I formed that impression another member may have formed it too, and you might reconsider the ruling you made a moment ago and lean over backwards to be fair.

Mr. STICK: I must take exception to the word "insult" when Mr. Fulton was referring to your decision. I think Mr. Fulton should take that back.

Mr. FULTON: I wasn't referring to the decision of the chairman.

Mr. STICK: That is the word you used and I would like you to take it back.

The CHAIRMAN: Mr. Fulton, under the circumstances which I have mentioned I am afraid I am unable to reverse the decision which I previously made and I must rule your point of order not well taken and the meeting is regularly constituted.

Mr. DECORE: Does that mean some of the members of the committee will not have an opportunity to discuss television? Does it mean he will have an opportunity to discuss it but will not have an opportunity to examine witnesses?

The CHAIRMAN: As I said if we do not finish with the C.B.C. presentation this afternoon I have assured Mr. Fulton we would revert to television.

Mr. MURRAY: You were discussing broadcasts overseas, which I think is very important, and we ought to have as much information on them as possible and let these personal matters rest until some other time.

The CHAIRMAN: I understood Mr. Decore was next.

By Mr. Decore:

Q. I want to put a question to Mr. Dunton, speaking about our policy of broadcasts to Soviet Russia. Would you care to comment on the nature of these broadcasts? I do not mean I wish your views on the matter, but just what is the general policy in connection with the broadcasts? It may be this question should be answered by somebody from the Department of External Affairs.—A. I think I can outline it in a general way. Our first objective is to get some facts into Soviet Russia, to try to let in some truths as to what is going on in the world. That is also the prime objective of other democratic services, the British and American services. We try to interpret to them in the proper light what is going on in the world and try to show what our side is

really doing and what their side is doing. We point out discrepancies in policies in communistic countries showing how it is a detriment to the interests of the people in those countries. We try to reach them and in general give listeners, to put it mildly, a more accurate view of what is going on than they get from their own press and radio. We pick up some of their propaganda and try to show how distorted it is. We try to show them what life is like in a democratic country and of course try to show the listeners a comparison with their life in Soviet Russia.

By Mr. Murray:

Q. Are there any Soviet broadcasts beamed directly to Canada and if so how often?—A. I am not completely familiar with that. I know there are several broadcasts which can be heard quite plainly. I think they stepped up the power of their transmitters recently. I think their broadcasts are generally designed for consumption in North America. I am not sure that they are concentrating on Canada but they make references to what we say in our broadcasts which shows they watch them.

Q. Have we a monitoring system in Canada?—A. We have a small monitoring unit and one of the things it tries to do is listen to Soviet Radio Moscow and some other communistic broadcasts and see what line they are taking. It is a rather small unit and it would be useful to us if we could have a larger one.

Q. Have you some information as to the broadcasts coming in from Radio Moscow; are they trying to arouse people in Canada to overthrow the government?—A. I would say from the reports I have looked at it is practically all propaganda, but what I have seen makes no suggestion of an actual uprising in Canada. They would give anybody listening here a distorted idea of international affairs or things happening in this country, but I do not think there is any suggestion of an uprising. It is a constant twisting of events and the use of statements and suggestions that are designed to distort the minds of any listeners here.

Q. Would it be possible to get some copies of these broadcasts?—A. We are not set up to get complete copies, but I think we might arrange to get some copies for you or for the committee.

Q. I wonder if you could do that so that we could get a picture of the type of broadcasting it is?—A. I think we probably can get them here very quickly.

By Mr. Hansell:

Q. Have you any idea of the extent to which our international service is listened to in Russia?—A. It is very hard to get information for obvious reasons, this was gone into when we were in Montreal. The Russians have an extensive system of jamming aimed at blocking out any listening to British, American or Canadian broadcasts. We do know that sometimes in some places our broadcasts are perfectly audible. We have no way of doing listener surveys, but I wouldn't think our audience is big at all. However I think it is useful if a few Russians are hearing it. As was explained in Montreal, the broadcasts of the British, Americans and ourselves are planned largely to be at simultaneous times in order to make it as difficult as possible to jam the broadcasts and give them more chance of getting through. While in some areas our broadcasts are not being heard we perhaps are helping the British and American broadcasts because it is more complicated to jam all the broadcasts.

Q. You have no idea how many shortwave sets there are in Russia?—A. The evidence is there are a great many because they use shortwave broadcasting for internal purposes.

By Mr. Murray:

Q. Do you broadcast anything to China?—A. No.

Q. Don't you think it would be a valuable service to try to get as much information into China as possible?—A. That becomes a matter of policy. We operate this for the government and if they wish to do that we would be glad to set up the service. I think careful consideration would have to be given to whether there is a large enough number of shortwave sets in China.

Q. One of our difficulties is that we under-estimated what they have in China, they weren't supposed to have aeroplanes, machine guns and jet planes. —A. Of course you know a good many radio sets are not equipped to receive shortwave.

Q. Don't you think they are equipped with radio sets all over China?—A. My information is that they have sets.

Q. They have radio broadcasting stations in each of the cities.—A. I think perhaps more successful work could be done in China from nearby countries from which you can broadcast on medium wave.

Q. Since our military effort is in that direction to a very large extent, would it not be in our interests to have as much information as possible? There are millions of people there who have never heard of Canada.—A. I might point out we cannot broadcast successfully from Sackville to China.

Q. I know, but we have Vancouver Island and we have friendly access to Japan which would give us contact.—A. I do not think the contacts are friendly enough to establish broadcasting stations.

Q. Do you think you could create goodwill by extending a service of that kind and giving them first-hand information about our country and its method of government?—A. I think it may be useful if the government wished to do it and think the return is worth the money. Again I suggest in each of these countries it would be well to study carefully the possibility of reception and the number of people who may have shortwave sets and would listen.

By Mr. Richard:

Q. I have wondered about this. Is it a fact the United States have quite a monitoring system and also broadcast to these countries I have mentioned just now? Would we not be duplicating their work?—A. In monitoring?

Q. In both ways.—A. They are certainly doing a lot of broadcasting in that direction and again it is a matter of policy if they wanted to supplement it.

By Mr. Murray:

Q. Don't you think they would be interested in getting the viewpoint of Canada? They have heard a lot about England and the States and they are not very well pleased with either.

By Mr. Richard:

Q. Cannot you get an idea of the broadcasts from Moscow by the monitoring system?—A. We have some good connections with other broadcasting systems and can get a lot of information from them.

By Mr. Murray:

Q. Would you have any difficulty getting personnel to manage that?—A. Perhaps you would know better about that.

Q. I am thinking of Chinese who are bilingual and able to speak Cantonese or the dialects in other parts of China, or businessmen resident on the Pacific coast and who have had contacts with the Chinese people?—A. If we had the money I think we could do it.

Q. You might cut down on the European side and extend the service out on that side.—A. I think the department so far has felt the European field is pretty important and as you know we are at the stage where we cannot extend transmitter time to Europe because our transmitting time is full.

Q. Do you extend any service to the Canadian troops in Korea?—A. No, because our transmitters aren't heard very well. I know they are heard at times.

Q. I think it would be very heartening to these boys to get daily broadcasts direct from Ottawa in both languages.—A. We have quite a service with transcriptions sent out to defence authorities in the east which are broadcast by the American stations there and heard by our troops.

Q. Morale there I think is of prime importance?—A. So far that is the best way for us of reaching Korea—by transcription. It can be done fairly quickly. Recordings are made here in Ottawa, flown out to Japan or Korea, and played on the stations there.

Q. By going to a little expense you could have a daily service cable possibly to Japan, of special interest to those boys?—A. If we could get a beam out there it would not be very cheap; it would be very expensive.

Q. But if it were expensive it would be money well spent—because those men are dying out there in a very unpleasant task?—A. It would depend on the authorities running the stations—we would have to see if they would agree to take Canadian broadcasts beamed out there at a specific time.

Q. I would like to have the opinion of the committee on that. I do not wish to press my own views on this but I really think it is of very wide interest and we should get into that continent, and start with the troops in Korea.

The CHAIRMAN: I suppose it is a matter that we can discuss when we are considering our report?

Mr. MURRAY: Well, Mr. Chairman, I hope you will keep it in mind.

By Mr. Boisvert:

Q. Is it true, Mr. Dunton, that our Canadian ambassador, Mr. Desy in Rome is coming back from abroad to take charge of the international service of the C.B.C.?—A. He is being seconded to us for a limited period, and he will be Director General of the International Service.

Q. Will that be soon?—A. He starts on January 1st.

Mr. KNOWLES: Regarding the broadcasts to Asia, and the reference in this little book to "Goverik Kanada", are they all in Russian or are some of them in Ukrainian and other languages?

The WITNESS: They have been in Russian, but very soon, as soon as we can start to organize it, we will have some in the Ukrainian language.

The CHAIRMAN: Are there any further questions?

Before we proceed with the English Language Service I think I should say that I have obtained a transcript of the proceedings this morning. In so far as the question raised by Mr. Fulton is concerned, I was told by the clerk, as I said before, that the meeting was to be held at the call of the chair. I now have the transcript and I think members of the committee might be interested in it. The relevant parts are as follows:

Mr. FLEMING: The House meets at 2 o'clock today, and this subject of television is going to be one of the larger subjects under discussion here, so we will not have any time to discuss it today.

The VICE-CHAIRMAN: I understand you have some questions to ask on Mr. Browne's statement.

Mr. BOISVERT: Do we sit this afternoon?

The VICE-CHAIRMAN: Yes.

Mr. BOISVERT: It is going to be hard to do that. I thought it was agreed that we were sitting this morning in order to avoid having an afternoon sitting.

The VICE-CHAIRMAN: That is up to you, gentlemen, to decide, but if we could have a meeting this afternoon it would expedite things.

Mr. FLEMING: We could sit tonight, but there are two other committees sitting this afternoon, and I do not see how it can be worked out.

The VICE-CHAIRMAN: Then we will sit for another 15 minutes now.

Mr. FLEMING: The House sits at 2 o'clock today, and it is now just about 1 o'clock. Mr. Chairman, have you Mr. Browne's statement?

The WITNESS: We will have it this afternoon.

Mr. FLEMING: It is not available now?

The VICE-CHAIRMAN: Not now. If you agree, we might as well keep on now till 1 o'clock and have the other meeting next week.

Mr. BOISVERT: I do not mind keeping on now till 1.15, but I do not think we should have a meeting this afternoon.

The VICE-CHAIRMAN: Is it the wish of the majority that this committee sit only next week?

Mr. BOISVERT: Let it be Monday.

Mr. KNIGHT: Mr. Chairman, I understood the meeting was arranged today, and the reason for the choice of the hour of 11 o'clock was on account of the other committee meetings that are taking place this afternoon. That was my understanding. I have no particular choice in the matter, but I understood we picked 11 o'clock this morning so as not to conflict with the meetings this afternoon.

The VICE-CHAIRMAN: We will leave it to the call of the chair, then.

Under those circumstances, I can see that there may be room for misunderstanding although I presume the last remark of the vice-chairman, namely "We will leave it to the call of the chair, then" would make this meeting properly called. However, I do not wish in the least to have any unfairness and if the committee feels that we should have another meeting for the hearing of witnesses next week, then I am entirely in the hands of the committee.

Mr. FULTON: I think that is very good of you but perhaps I did not make myself quite clear.

I did not mean to suggest that the meeting was not properly called this afternoon or that it was out of order. I simply meant to indicate—because on the record, as I knew, it had been left to the call of the chair—and I simply meant to indicate that the impression in the minds of some of the committee members was that it would not be called this afternoon. With that very firm impression they governed their programs accordingly and, as a result, they were physically unable to be here after the decision to meet this afternoon was arrived at.

I might just note in passing that the rather conspicuous absence of the press from our meeting this afternoon would seem to me to confirm the fact that the impression was fairly widespread that we were not going to meet this afternoon. In view of what you have said and in view of the fact I simply raised it to try in fairness, as you have said, to protect the interests of one member who expressed his concern with the subject of television, I am content to leave it at that.

The CHAIRMAN: We will leave it in that shape then and see how we get along with the evidence this afternoon. The Committee can arrive at a decision before we rise.

English Language Service? Any questions? Carried. French Language Service? Carried. Latin American Service? Carried. European Service? Carried. Central European Area? Carried. Northern European Area—on page 51? Carried. Eastern European Area—on page 52? Carried. Music? Carried. News?

Mr. STICK: Wait a moment on that. I think you are going a little bit too fast, Mr. Chairman.

I have no comment except to say that on international news from the United Nations standpoint, and the capital report on Sunday, I think it is very excellent reporting that we are getting. I think the C.B.C. should be commended for the service we are getting there. The news commentator after the 10 o'clock news is very, very widely listened to, and sometimes the commentaries are even better than the news itself. I do not think there is much criticism to be heard on that and I think the C.B.C. is doing a good job. I would just like to make that comment.

The CHAIRMAN: Are there any further questions under the heading of "News" on page 54?

Press and Information? Carried. Financial? Carried. Licence Fees? Commercial Broadcasting? Miscellaneous Revenues? Expenditures? Pension Benefit to Employees?

Mr. KNIGHT: Could I have a word on that?

The CHAIRMAN: Which item?

Mr. KNIGHT: Pension benefit to employees.

Mr. FULTON: I was going to ask a question on the previous item.

The CHAIRMAN: The previous item is expenditures.

Mr. FULTON: It is really on the chart which is in the middle of the page. I was going to ask Mr. Dunton whether he could say briefly whether it is anticipated to increase the commercial activities, or do you anticipate they will continue at approximately the present rate? Have you anything from which you could indicate to us the trend with respect to your commercial activities?

The WITNESS: Yes. In the first place, when we get the new funds we plan to drop local commercial business in our stations in areas where there are other private stations, and we plan to be more selective in our selection of network commercial programs. So I think that would indicate a drop in revenue. We are not aiming at any particular figure. The figure could be affected by different things. For example, if we start a second French network, our revenues might be affected one way; and if we drop programs on our English networks, we would expect the figure to drop under commercial revenue.

The CHAIRMAN: Mr. Knight. I think you had a question to ask about pension benefits of employees.

By Mr. Knight:

Q. Could we not have a short explanation of the pension scheme and how it works, such as the amount of contributions on the one hand made by the corporation and on the other hand made by the employees, so that we could judge of its adequacy?—A. The director of our personnel and administration service is here, Colonel Rene Landry. Perhaps he could tell us about it.

The CHAIRMAN: Yes, we would be very glad to hear from Colonel Landry.

Colonel RENE LANDRY: Mr. Chairman, and members of the committee. The pension plan of the C.B.C. is based on the purchase of annuity benefits from the government as well as from insurance companies. The principle

underlying the scheme or plan is that the employee pays 6 per cent of his salary, and the C.B.C. also contributes 6 per cent bulk of all salaries of those employees who contribute under the plan.

In the light of those contributions, the benefits accrue at a rate of 2 per cent of the salary in each year, as determined on the 1st of April in each year. So, for example, if an employee has \$1,000 worth of salary, he himself contributes 6 per cent of that, which is \$60, and he would, in that year, earn an annuity—payable at age 65, if he be a married employee, or at the age of 60 if she be a female employee,—which would amount to \$20. Is there any other question?

Mr. KNIGHT: No. And thank you.

Mr. KNOWLES: Did you say your plan was based on the experience of government annuities and private insurance companies?

Colonel LANDRY: No. It is based on the purchase of annuity benefits from the government first, to the extent of \$1,200 in accordance with the government Annuities Act, and the balance or excess over that is purchasable from insurance companies.

Mr. KNOWLES: If we get the the other bill through, will you take a greater share from the government annuities branch?

Colonel LANDRY: We hope to, but we will have to find out if we can do so in respect to our present contributors.

Mr. KNOWLES: I think you should appear as a witness on Monday morning at 9:30 o'clock before the industrial relations committee.

Mr. McWILLIAM: Let us get this committee over with first.

The CHAIRMAN: Are there any questions which any member of the committee wishes to ask of Colonel Landry?

"Audit Requirements", on page 57? Are there any questions?

We shall then proceed to pages 58 and 59, the Canadian Broadcasting Corporation balance sheet.

By Mr. Fulton:

Q. Are there any changes, Mr. Dunton, in your balance sheet which you would comment on? I mean changes in the financial picture which is shown other than those which you have already drawn to our attention? Have you any word of comment as compared with last year?—A. The worrisome financial position of the corporation is the chief thing, Mr. Fulton.

Q. There is no substantial change in your fixed assets, or anything of that sort which you would like to point out to us?—A. I do not think there is anything very special. You will see that the amount which was loaned to us to help us meet our debts of last year now appears as a liability, as it is, a pretty short-term liability, on the liability side. I do not think there is anything else.

Mr. STICK: In your investments, the dominion government bonds market value is shown at \$4,381,000; nevertheless you have taken them in at \$4,568,750. Why have you done that?

The WITNESS: Unfortunately, Mr. Stick, we bought them a little time ago and the price has dropped so that we show here for information the present market value. If we had to sell them now we would, of course, have to take our loss on them.

Mr. RICHARD: But the value at date of redemption is the face value shown on the other side, is it not?

The WITNESS: Those which are held to redemption might be shown at less than that because we have had to pay a little over par for some of them.

The CHAIRMAN: Are there any further questions on pages 58 and 59? Then we shall go on to page 60 "Income and Expenditures".

By Mr. Decore:

Q. In connection with commercial broadcasting, are you in a position to say what the percentage increase in rates charged to the commercial advertisers has been within the last 3 years?—A. I am afraid that I cannot give you a percentage. But we have had some increases.

Q. Or, let us say, in the last 5 years; can you go back 5 years?—A. I cannot give you the percentage. It would be hard to work it out in percentage terms because adjustments have come about in respect to different stations we operate or different private stations on the networks. There have been some adjustments, and some new ones have been taken on in respect to November first of this year, mostly with respect to private stations on the network.

Q. So you could not compare them with the increases made, let us say, by the newspapers for advertising? I think their increases have been much higher than those of the C.B.C.—A. We could have a comparison done, but it would not be an easy thing because there have been changes. We have added new stations and increased the power of some, and in some cases quite substantial changes have been made. There have also been changes in the stations, so it would be quite a hard and difficult comparison to make.

Q. My reason for asking you is that I gathered that the C.A.B. complained because they are not able to charge as much as they think they should charge because of the regulations which are imposed upon them by the C.B.C. They think that their increases should be much more substantial than they have been.—A. That is a very complicated matter of commercial operation. I would like to explain this. One thing that has not been understood is that we are essentially in the network business. We are trying to sell and are selling networks all the time right across the country. We practically force the sponsor to buy a whole basic network; and from one ocean to the other. It is very difficult to compare that sort of operation with someone buying on a particular private station at the complete choice of the sponsor. Another thing that is forgotten is that our method of billing is different from the American networks. From us, a sponsor gets two items on his bill, one for the stations on the network, and another for the wire lines on the network, and the sum of these two is the total charged to him for his program. A sponsor having a half-hour program on a network is not buying just one-half the total of the network stations on the network, but also the wire lines. The network costs him the total of the two.

By Mr. Smith (Queens-Shelburne):

Q. I am not quite sure how the private station affiliated with the C.B.C. gets paid for its share, say on a Chase & Sanborn program. How does he get paid for his part of that network in putting on a certain commercial network program?—A. Take the Chase & Sanborn program; in that case it would be an American agency or network who would come to us and say they wanted to buy a network suitable. Say we agree to that, say on the Dominion Network. That program would automatically go to all the basic stations on that network and they would have to be included, the sponsor would not have the choice of taking or not taking any of the basic stations on the network. There are a certain number of supplementary stations and those are at the sponsor's choice. They can be added if he wishes to pay the extra costs involved. A private station affiliate is paid for the carrying of that program on his station. He gets 50 per cent of the network rate for that station. He gets that. Out of the other 50 per cent we pay the agency commission, the American network

commission—if it is an American show—and we also cover the regional discount. We have a system of regional discounts to encourage sponsors to do what we are practically forcing them to do, to put their program right across the country. What the C.B.C. has left is what remains out of the 50 per cent after we have paid these various other amounts.

Q. Thank you.

By Mr. Decore:

Q. Do you think the Canadian Association of Broadcasters are justified in complaining that they are not getting as much for their commercial advertising as they think they should be because of the restrictions?—A. In respect to network stations?

Q. That is right.—A. We do not think so. After all, our interest is in getting as high rates as we can for our networks.

Q. They say they are not high enough.—A. They say they should be higher, but you have to remember that for an affiliate, a basic affiliate, the network sponsors do have to buy that station. It is no question of choice. This subject is a matter of commercial judgment and you could produce all sorts of figures for and against an increase or a decrease in rates. Recently, network rates in the States have been sharply reduced, but, partly, there, that is on account of television. But in the United States the same thing applies, that there is often a sharp difference between the network commercial rate of a station and its own spot national rate, just as it is here. It is even sharper because in the case of the American networks they bill only for station time and include the wire lines cost in that. It is all bulked, so the network rate for a private station in the States would tend to look much larger than ours, because ours does not include the wire lines. But even then in the States there is often a disparity between the network rates of a station and its own rate. Down there the networks try to induce sponsors to buy the whole network, or very large parts of it, and it is a usual practice to reduce that slightly below where the buyer has a completely free choice of what he buys.

By Mr. Stick:

Q. This question I am asking is only for information and not for criticism. It shows here you had a total operating deficit of \$1,271,874.27. You have over expended what you should have spent. You get a grant from parliament. I suppose you make out a budget, do you, of your prospective income in the year?—A. No. This year, Mr. Stick—

Q. I put it this way, it is not meant for criticism, as to why you have a deficit. There is a deficit there. What authority have you got to have a deficit, I would like to know.—A. I would like to explain this because it does not seem to be understood by some newspapers in the country.

Mr. FULTON: Perhaps we had better send for the press this afternoon.

The WITNESS: Because we have authority over our own financial affairs, to put it very briefly. This year is the first time we have had a grant from parliament to cover our expenses. Always in the past we had to live from our own commercial earnings, plus the amount that came to us by law from licence fees. We had to live with that and we were able to build up some reserves. For the last several years we have been insisting we could not keep on in a position where the licence stayed the same while costs were climbing. We have told earlier committees we were faced with two things; our revenue had to be changed, or we had to slash the service. The other parliamentary committee said "Do not do that. Wait and see what the Massey Commission says". That is what we have been doing. It hurt the Board of Governors to deliberately budget for a deficit, but the only reason we did it

was we thought parliament did not want us to cut the service seriously till consideration could be given to our whole revenue picture. And for this year under review we told the last parliamentary committee we were budgeting for a deficit of just about this size. We did not like doing it, and we hope we will not have to do it any more. If this present bill passes we will have the assurance of our revenue for the next five years at least.

Q. If you do not get the money from parliament, what kind of a position would you be in then?—A. It would be pretty serious this year.

Q. Thank you.—A. I would like to emphasize that all the previous deficits up to last year were paid out of our own reserves, they were not supplied out of other funds. It was only last year that parliament voted us a loan.

By Mr. Richard:

Q. You have no more reserves?—A. We were pretty low.

Q. What are they now?—A. This is one of those accounting questions. We have a certain working capital position and if gets too low you are short of cash at times.

By Mr. Stick:

Q. What you really require is a grant made from parliament so you know where you are and you can cut your cloth to suit.—A. That is exactly our hope.

Q. That was really the purpose of the bill we passed the other day.—A. So I understand, yes, and that gives us a certain assurance of revenue.

By Mr. Hansell:

Q. Do I understand if parliament passes the bill that that will take care of your financial needs for five years anyway? What happens then? Are we to gain the impression that after five years time you will be able to pretty well take care of operations by commercial fees and radio licences?—A. I would not think so; the way things are going. The radio licence fee is being kept the same. We gather it is the opinion, quite often expressed in this committee, that we should somewhat reduce our commercial revenues. Therefore there would not seem to be any chance of so operating on our present licence fee, and even the present commercial revenue would appear to be going to be reduced.

Q. According to that, then, after five years have gone by we will have to look forward to forking up some more money?—A. I imagine parliament will want to make a pretty good review of our operations before it makes any decision on financing again. But I would point out that the corporation was not set up with commercial objectives: directives were given to operate on a commercial basis. If it had been it would have been an entirely different organization. We are set up primarily to try to give the best service we can across Canada. In addition to that, we have taken commercial programs which have been of great help in producing some revenue and some programs, but they are supplementary to the main purpose and main source of revenue.

By Mr. Knight:

Q. Is it true that your economic situation has forced you to accept programs you would rather not have accepted in order that you might live?—A. Our judgment has certainly been affected in the last few years.

Q. Mr. Dunton has not the same violent objection to soap that we have.—A. We try not to have too many opinions of our own. We try to meet different tastes of different listeners fairly.

By Mr. Hansell:

Q. I have been sitting on this committee almost since its inception, and that is about 12 years ago and there was a lot of that time when the corporation was not receiving the licence fee.—A. I do not think so. The C.B.C. has always had them. That has been its main source of livelihood.

Q. Yes, I stand corrected there. You got the licence fees less the cost of collecting them?—A. That is right, that is helping to keep us going.

Q. I was under the impression that there was a time in which you had not received all of the licence fees, but you have been doing all right since the government has been coming up with these grants; and now, for the next 5 years, \$30 million in addition to the licence fees will be made available to you. I am just wondering when one can expect that we will not have to pay out any more money.—A. I would like to point out, Mr. Hansell, and it is, I think, pretty plain arithmetic, that, if costs had not changed since 1937 we would have been able to operate very happily. We have continued to get income at the rate of \$2.50 per licence fee, but the value of that \$2.50 we have been drawing has been cut by at least one half in terms of our costs, probably more than that. If price levels in Canada had remained unchanged we would not be in the financial position we are in; we think the cause of our position is the very steep rise in the cost of everything. We are different from most businesses who have been unable to raise their selling prices.

Q. Why can't you raise your commercial prices? I mean that business would just not function if it could not do that. If business does not get the revenue it goes broke and that is all there is to it, it goes into bankruptcy; therefore, it is up to them to adjust their businesses to meet rising costs. If the C.B.C. which is operating Canadian radio was to run on a similar arrangement, well they would just have to raise their revenues by charging more commercially and so forth. I do not see that the picture changes much. I can't see why you could raise them higher. Could you not raise your charges too?—A. In the first place, Mr. Hansell, our network cost of advertising has risen very greatly and our commercial revenues have increased considerably. We have been criticized in fact for what we have done in getting more commercial revenue. Our costs have risen, but at the same time our commercial revenue is still only a fraction of our revenue. It has been running under 30 per cent of our total income. The rate of other income has been a main factor. We have done all we have been able to do, and we have been criticized for that in many places. If we had been able to increase our licence fee in the same proportion as our cost of doing business has risen we would have been in a much more happy position.

Mr. RICHARD: But the most important thing is that it is not set up as a commercial operation?

The WITNESS: No, it is not set up as a commercial operation.

By Mr. Dinsdale:

Q. I would like to ask you with regard to the salaries paid to artists and also about producers who are doing work for the C.B.C.? Are they staff employees?—A. Most of the producers are staff employees.

Q. Do they receive a fixed salary or do they receive remuneration on the basis of the programs produced?—A. No. They receive a fixed salary. Some of our producers are allowed in addition to produce commercial network programs and for that they receive a fee from the sponsor. There is a special arrangement worked out on that. They are paid extra money for doing that by the sponsor, and there is a certain reduction in their salary for the time taken up from their C.B.C. work. A percentage of the fee they get from the sponsor also comes to us.

Q. Well, what about the case of a program originating in a private studio and being put out over the C.B.C. network; would it be necessary for a producer from the C.B.C. to be on hand to present the program?—A. Usually it is done by the station itself. A lot of them are very kind indeed about handling pick-ups and looking after the programs for us. I think on occasion C.B.C. producers have gone out for the more complicated shows.

Q. But it is not necessary?—A. At times it does seem to be desirable for our own producer to go out.

Q. I know of one or two instances. For example, simple broadcasts, ones over the C.B.C. network; a C.B.C. producer supervises it, strictly nominally, without taking any part in the program, it had already been organized and arranged for and he came out to watch the performance.—A. I would not think that would happen very often. I would be interested to know when it happened. Usually in a simple type of program the staff would do it.

Q. The point I am trying to raise is, are all necessary economies effected always?—A. We think they are, as a matter of fact there are perhaps rather too many economies. There are things not done which should be done for good broadcasting, simple things; a lot of our shows simply are not rehearsed enough, largely for the reason that they could not get the funds to pay for the extra rehearsal time, and without adequate rehearsals you cannot produce quality broadcasts.

Q. May I be specific and refer to a specific school program going out over some radio station in the C.B.C. where the program is arranged by the teachers themselves, and the C.B.C. producer has come in and watched it but he took no direct part.—A. Those are difficult matters. Sometimes there is a difference of opinion as to where quality in broadcasting lies, and it is conceivable that the producer, who would be responsible for the program on the network, would want to be sure. Those are difficult matters to judge.

Mr. FULTON: Did you have to pay him?

Mr. DINSDALE: No, we did not have to pay him.

The WITNESS: If you would let us know the incident we would look into it.

Mr. DINSDALE: The producer operated in a strictly supervisory capacity. He had no control over the program, except to be there. It had been prepared and supervised by the teacher and the school inspector. The next time they put a program of that kind on he didn't come back. I was just wondering about the necessity of that kind of supervision.

The CHAIRMAN: Maybe that is why the next time he didn't come back. Are there any further questions on page 60?

Carried.

Page 61:

Mr. KNIGHT: Might I revert for a moment? I was going to ask, in the light of the tremendously increased expenditure in the last year, did the coming in of the tenth province involve a great deal of expenditure to the C.B.C.?—A. There were quite a number of expenditures necessary and desirable.

Q. I am not suggesting that the money should not have been spent. I am just wondering if it was one of the factors involved.—A. That has been a fair item, quite a big item since 1949; of course, we also got increased revenue from licence fees.

Q. I am not suggesting for a moment that any part of Canada should not get the same quality of service as all the rest of Canada, I was just wondering if that had been an item.—A. It has been an important item in respect of network services, studios, and things of that kind.

Mr. STICK: If you will look at the record there you will find the increased number of radio sets and the amount you collect, and I think it compares very well with Saskatchewan or any other province.

The CHAIRMAN: Are there any further questions on page 61?
Carried.

Pages 62 and 63 are just a list of transmitters. Are there any questions on these pages? If not, gentlemen, that would appear to complete our consideration of the annual report of the Canadian Broadcasting Corporation. The C.B.C. has filed with the clerk of the committee two returns requested by Mr. Coldwell, a report of performance, 1949-1950, for the week ending October 22, 1949, and another report of performance 1950-1951, for the week ending October 7, 1950. These are not in a form which can conveniently be printed as an appendix to our proceedings but there are sufficient copies available for distribution to the members and I will ask the clerk to distribute them at this time.

Mr. FULTON: On the point we were discussing earlier I was going to make a suggestion.

The CHAIRMAN: We have not come to that.

Mr. FULTON: I was just going to make a suggestion.

The CHAIRMAN: The clerk has also received a return from the Department of Transport in answer to a question asked by Mr. Fleming as to applications for television broadcasting station licences received in the Department of Transport from January 1, 1948, to December 7, 1951, and referred to the board of governors of the Canadian Broadcasting Corporation for recommendation to the minister. Would it be your wish that it be printed as an appendix to the proceedings?

Agreed.

One of the members of the committee while we were hearing from the representatives of the Department of Transport yesterday asked a question and Mr. Caton is here to give a verbal answer.

Mr. CATON: Mr. Chairman, I believe the question asked had to do with increases in licences so far this year and Mr. Browne stated in his evidence stated the revenue was up \$300,000. Now, the figures I have show an increase in the licences over the same period last year of \$116,616.

The CHAIRMAN: Are there any questions?

Gentlemen, that would appear to complete our work except for the matter raised by Mr. Fulton.

Mr. DINSDALE: While the representative of the department is here could I ask a question? Are the fees obtained from private broadcasting stations paid out to the C.B.C.?

Mr. CATON: That is correct, they go to the Canadian Broadcasting Corporation.

Mr. DINSDALE: On what basis are they collected?

Mr. CATON: They are collected on a basis of the financial returns, the gross revenue less agency commissions. There are categories set up in accordance with gross revenue, and the station is required to pay in respect of the category in which it falls.

Mr. DINSDALE: It is not related to profits?

Mr. CATON: No, it is gross revenue less agency commissions.

Mr. DINSDALE: Are they any complaints received about that basis of calculation? Sometimes profit on gross revenue will vary.

Mr. CATON: If I recall correctly I believe this was discussed in the 1950 committee meeting and at the time it was originally put into effect, which was some three or four years ago, there were protests from the broadcasters. On the other hand, we had received protests prior to that on the previous system which was based on population density within a circular radius and the power of the station, and many stations were required to use directional patterns for their radiations, and they thought they were covering less people than were included in the circular pattern. They protested against that system of establishing fees for licences.

Mr. DINSDALE: When you are collecting licence fees there will always be protests.

Mr. FULTON: My suggestion on that matter you were discussing would be, if it meets with your approval and provided Mr. Dunton has no deep-rooted objection, that rather than even ask for the benefit of the member I have in mind that all the witnesses be available, perhaps Mr. Dunton and one or two of his assistants only would be willing to come back on Monday for the purpose of discussing television. If information is asked for which would require the furnishing of statistical information that is not available, I am quite sure the members will be willing to have that furnished later, and we could get along with the two or three witnesses who are here in Ottawa and may be able to come without too much inconvenience.

The CHAIRMAN: And the discussion would be limited only to television on page 42?

Mr. RICHARD: I am agreeable to that and I think we should only have those witnesses directly concerned with television and not re-open the whole question of the C.B.C. report or any part of it except television. I think we have to get on with this report next week.

Mr. FULTON: There is one other comment and that is regarding Mr. Browne's statement. I think some member indicated a desire to ask questions about that.

The CHAIRMAN: I am afraid it will be impossible for Mr. Browne to be here next week. That is the reason we called him yesterday and finished with the entire subject.

Mr. FULTON: I understood there was a suggestion after his statement had been before us that he would be available if there were any questions on it. It was not with that idea that I raised the matter; it was primarily with reference to television.

The CHAIRMAN: As I understand the suggestion it is this, that Mr. Fulton requests we ask only those witnesses of C.B.C. who can assist us on the subject of television to return to the meeting next week, at which meeting television will be discussed with these officials.

Mr. RICHARD: And nothing else.

The CHAIRMAN: Is that agreeable to the committee?

Carried.

The Committee adjourned.

APPENDIX I

APPLICATIONS FOR TELEVISION BROADCASTING STATION LICENCES RECEIVED IN THE DEPARTMENT OF TRANSPORT FROM JANUARY 1, 1948 TO DECEMBER 7, 1951, AND REFERRED TO THE BOARD OF GOVERNORS OF THE CANADIAN BROADCASTING CORPORATION FOR RECOMMENDATION TO THE HONOURABLE THE MINISTER.

Date of Application	Name and Address of Applicant	Recommendation of Board of Governors	Reason	Disposition by Department
27- 2-48	Al. Leary, Toronto, Ont.....	Deferred.....	The Board notes that there are only three television channels in the present television band available for Toronto and recommends that one of these be reserved for the national system. To allow any interested parties an opportunity of making application for use of either of the two other frequencies, the Board wishes to defer any recommendations regarding use of these two channels. At its first meeting after October 1, 1948, it will be prepared to make recommendations in regard to all completed applications for commercial television licences for Toronto which are received by the Department of Transport on or before September 15, 1948, and referred to the Board.	Applicant advised 26- 6-48
26- 4-48	Toronto Broadcasting Co Ltd., Toronto, Ont.	Deferred.....	Ditto	Applicant advised 26- 6-48
9- 4-48	Kenneth D. Soble, Hamilton, Ont.	Denied.....	In making this recommendation the Board notes that there is only one television channel presently available for the city of Hamilton and recommends that this channel be reserved for the national system.	Applicant advised 26- 6-48
11- 6-48	Canadian Marconi Company, Mon- treal, Que.	Deferred.....	To permit further study by the Board.....	Applicant advised 25-11-48
11- 6-48	La Presse Publishing Company Limited, Montreal, Que.	Deferred.....	To permit further study by the Board.....	Applicant advised 25-11-48
13- 9-48	International Broadcasting Co. Ltd., New Westminster, B.C.	Policy under consideration by the Board of Governors.	.....	Applicant advised 25-11-48
14- 9-48	Hamilton Spectator, Hamilton, Ont.	Policy under consideration by the Board of Governors.	.....	Applicant advised 25-11-48
14- 9-48	Rogers Radio Broadcasting Co. Ltd., Toronto, Ont.	Deferred.....	To permit further study by the Board.....	Applicant advised 29- 4-49

MINUTES OF PROCEEDINGS

MONDAY, December 10, 1951.

The Special Committee on Radio Broadcasting held its fourteenth meeting at 4.00 o'clock p.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Boisvert, Decore, Dinsdale, Fleming, Fulton, Gauthier (*Portneuf*), Hansell, Henry, Knight, Langlois (*Gaspé*), McWilliam, Richard (*Ottawa East*), Robinson, Smith (*Queens-Shelburne*) and Stick. (15).

In attendance: From the Canadian Broadcasting Corporation: Messrs. Dunton, Manson, Ouimet, Bramah, Palmer, Keddy and Halbert.

As agreed to the last meeting, the Committee devoted this meeting to questions on television.

Messrs. Dunton and Ouimet were called and jointly examined.

The Committee, having concluded its study, the Chairman thanked Mr. Dunton and his officials for their co-operation.

Messrs. Dunton and Ouimet were retired.

Before adjournment, Mr. Henry read a letter addressed to himself from Mrs. Mary Jackman of Toronto, dated December 8th, 1951.

At 5.50 o'clock p.m., the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,

Clerk of the Committee.

EVIDENCE

December 10, 1951.
4:00 p.m.

The CHAIRMAN: Come to order, gentlemen.

I believe we had completed our questioning of the witnesses except under the heading "television", on page 42 of the annual report of the Canadian Broadcasting Corporation.

A. Davidson Dunton, Chairman of the Board of Governors of the Canadian Broadcasting Corporation, recalled:

Are there any questions under this heading?

Mr. FLEMING: Yes, Mr. Chairman, I have a few.

By Mr. Fleming:

Q. Mr. Dunton, will you please relate to the committee in the first instance what progress the C.B.C. has made with its own efforts to begin television, and tell us as specifically as may be possible when you expect to begin television programs, from your stations in Montreal and Toronto?—A. Yes. I outlined that the first day of the committee, I think. We had hoped, as I think we told the last committee, to be operating at both places in September of this year, that is 1951, and we would have been had it not been for delays, due chiefly to shortages of materials of various kinds needed for construction; shortages of equipment and certain construction materials have held us back seriously, and particularly steel. All that has combined to make it difficult for us to set a date—there was the matter of structural steel particularly—and nobody can be sure when we will actually have it in hand. We could not at the best start before next summer. And this year our hopes—and we emphasize these are hopes because the real factors are out of our hands depending on the arrival of this material.

Q. Then you can only say in a negative sense that it will not be before next summer? It is only a hope at the moment that it will be started by next summer?—A. Yes, or during the year.

Q. So then you plan to commence televising—if there is such a word—on all three stations simultaneously?—A. There are two stations.

Q. I thought that you had two in Montreal and one in Toronto?—A. No, we hope in the future to be able to have two in Montreal but that is at some time in the future. We expect that the Montreal station will be bilingual, but that will not affect it in any way. We have the facilities there, or we will have, and our plans, as far as we were concerned were that they would start at the same time. However, we cannot be certain of them at this stage because the material might come through for one and it might not for the other, and we might be tied up, held up on one station although we might be able to go ahead with the other. It has always been our desire to start them simultaneously.

Q. And that is still your objective?—A. Yes.

Q. Now, there is the question of coverage, Mr. Dunton. I do not want to go over the ground which was covered in the 1950 committee. We talked about the effective horizon; but I would like to ask you what plans you are working

out, what efforts you have made or are making, or what plans you have laid in order to disseminate television programs as widely as possible instead of confining them to the city of Toronto, for example, and to the city of Montreal.—A. As I tried also to explain to the committee before, we would like as a second stage to extend the network facilities, which are now ordered between Montreal and Toronto by Ottawa with a link to Buffalo, westward through the western Ontario peninsula to Windsor with several stations dropping off the network to cover that area pretty effectively; at the same time eastward from Montreal to Quebec; again probably a little later with one dropping off station on the way. Simultaneously we should like to establish the stations in Winnipeg and Vancouver which would be fed by Kinescope recordings from our production centres in Montreal and Toronto. That is part of the plan, to have facilities for making Kinescope recordings which go to stations in other areas not connected directly with the networks.

Q. That is the second stage?—A. That is our desired second stage. We have no authorization for it so far, and no financing. It looks to us as though that would be the best plan for the future.

Q. What about the time element on that stage. Assuming that you decided to proceed with stage two, how long would it take to put it into operations?

—A. The first thing is, if we had the money—I would ask Mr. Ouimet to say a word to you about that.

Mr. OUIMET: Actually, I think it would take more than a year to do this. The network itself between Toronto and Montreal would not be ready before sometime in 1953, so the actual extension of that network should take another year.

Mr. FLEMING: May we infer then, to describe it as stage two, that it is not going to be possible to bring it fully into effect for at least two years after stage one comes into operation, assuming—

Mr. OUIMET: I believe it would be a little more than that.

Mr. FLEMING: More than two years?

Mr. OUIMET: Due to the present difficulties of construction.

Mr. FLEMING: The point I want to make clear is that it would be two years after stage one comes into operation?

Mr. OUIMET: Two years after, that is the minimum.

Mr. FLEMING: Is that stage two capable of being put into effect in stages itself?

The WITNESS: I was going to suggest, for instance, that if parliament gave us some money right now we could start on some of these facilities, say at Vancouver and Winnipeg, which would not depend on network connections, and I think we could have them built, if we could get the equipment and construction materials, in about a year or a year and a half.

Mr. OUIMET: I would say 18 months after you got the money.

Mr. FLEMING: Eighteen months from now?

Mr. OUIMET: From the time we got the approval, got the money.

By Mr. Fleming:

Q. Well then, respecting the plans you have for Winnipeg and Vancouver, do they contemplate independent transmitting operations or are they going to be dependent on operations from Montreal and Toronto?—A. The original plan is that their main programming would come from Toronto and Montreal, but we would have a mobile unit which could do some local actuality broadcasts, and it would be equipped so that the machine could be used in the studio there

to do some local productions; but in our estimates for the first part of that second stage we would not count on extensive production facilities or on spending a great deal of money on production.

Q. How would this mobile equipment to which you have referred be used, apart from the transmitting stations at Montreal and Toronto?—A. I would ask Mr. Ouimet to explain that.

Mr. OUIMET: Actually, it could go anywhere you can transmit back to the main transmitters or if you use microwave lengths you can go some 20 miles away, but I would not count on it going any further than that unless you have network connections.

Mr. FLEMING: So that until you got the network connections, for example, you could not televise a football match here in Ottawa?

Mr. OUIMET: No, you could not.

Mr. FLEMING: No question about that?

The WITNESS: If the network were operating through Ottawa you could send a mobile unit up here.

Mr. FLEMING: As I understand it then, that would be stage two?

The WITNESS: No.

Mr. OUIMET: That is in stage one.

The WITNESS: That is if you had a station here in Ottawa.

Mr. FLEMING: I thought you said stage two included the setting up of a network between Montreal and Toronto?

The WITNESS: No, that is ordered now, has been on order for some months now.

Mr. FLEMING: What about the areas along the border that are now receiving television programs from the United States? What effect is this going to have on the operation in the western part of Ontario, beginning with Windsor.

The WITNESS: That is the second stage you are speaking of and would cover, I think, about all the areas that are now getting American programs.

Mr. OUIMET: I would say so, yes.

By Mr. Fleming:

Q. These American programs come in on wave lengths different from those which will be used in Montreal and Toronto?—A. Yes, as you know, there is a pattern worked out between countries so that there is no interference.

Q. So we can take it that, in so far as the C.B.C. television broadcasting from Montreal and Toronto is concerned, there will be no interference with present reception of border communities in Canada from the United States?—A. No, because of the pattern which has been worked out.

Mr. OUIMET: I think I ought to say something on this. A pattern is worked out which guarantees interference-free reception over certain areas; but if someone is viewing from a distance of 240 miles or something like that the recipient would not get, due to the great distance, as accurate coverage internationally, he would not get as good coverage as he would from a local station, but there won't be any interference.

Mr. FLEMING: That is related, isn't it Mr. Ouimet, to the effective horizon of any transmission station?

Mr. OUIMET: That is right.

Mr. FLEMING: And the effective horizon, as I think you call it, depending on topographical features, usually extends within a limit of 60 miles?

Mr. OUIMET: That is right, the effective horizon is usually within the range you have mentioned; that is correct.

By Mr. Fleming:

Q. Now a question about programs. Would you tell us what use, if any, the C.B.C. intends to make of American programs on C.B.C. television stations?—A. Our desire and our objective, if we can work it out, is to bring in some good American programs but to have a basic, Canadian program structure.

Q. What particular American programs, or what general type have you in mind?—A. That is pretty difficult to say.

Q. I am sure different people have different ideas as to what makes a good television program.—A. It is pretty difficult to specify; starting, of course, with some actuality things, we would like to bring in some of the United Nations assembly meetings in New York, some of the big events that take place in the United States. It is a difficult thing to determine, it depends a great deal on the content of the actual programs when we are operating. As you know, they change; have changed very greatly in the United States recently and it is rather difficult to be exact about it because they have kept changing so much.

Q. They are changing a great deal right now, I understand.—A. Yes, just this season.

By Mr. Knight:

Q. There is one point there I would like to ask you about. Is it not a fact that in television there is more need for control, a great deal more, than there is in ordinary radio? This is a quotation from the Massey report which says: "the pressure on uncontrolled private television operators to become mere channels for American commercial material will be almost irresistible." I presume that would be so if there were not some body which could control the operation of this?—A. Commercial pressure of American programs will obviously be enormous. It is very high even now in respect to sound broadcasting, and it is reasonable to expect that it will be greatly intensified because of the multiplied costs. The factor of costs is a very high one in sound broadcasting in leading to the large amount of United States material used by private stations, and sound broadcasting cost is multiplied many times over in television.

Q. Yes, and there are fewer television channels than there are for ordinary broadcasting so that would make the pressure all the greater, isn't that true?—A. Yes.

By Mr. Fleming:

Q. Have the board of governors considered this point and decided what proportion of American content television programs will be allowed?—A. Both the management and the board have done a lot of thinking and a lot of work, but we have found it just about impossible to sit down and establish a definite proportion in figures because there can be so much distortion through the particular programming methods being used that you have to know what the operating position is going to be before you can arrive at any definite conclusions. We do emphasize that there are some American programs we would like to have in a service essentially Canadian. I would like to point out that it will not be an easy matter at all for us to adjust the American content of our programs because they are practically all sponsored, and it is going to be a difficult arrangement to work out to a point where we can be highly selective in the matter of American programs we do take. That is going to be a complicated business to negotiate and operate in carrying out our policy.

Q. You would have to have commercial contacts with American sponsors that are going out on television now.—A. That is why we would have to have the widest possible selection. What we consider to be the big problem is Canadian television production, and that is a very big problem in this country because of the high cost involved.

Q. I gather then that the board of governors have not laid down any definite policy that they are going to use any specified proportion of Canadian content.—A. Not definitely, except that the main content, for instance, will be well over half Canadian.

Q. Well over half?—A. And we would like to have that a great deal higher. The fraction does not necessarily tell the story.

Q. But can we take it that it is the laid down policy to start with more than half Canadian content?—A. Oh, yes, well more than half.

Q. Now, are the programming plans of the C.B.C. in connection with television arranged so they will be on the stations that will be available as soon as your facilities are completed? Have you arranged for staff and so on?—A. Yes. Might I explain our difficulty in that respect. You see, before we can do much by way of training and developing a staff we have to have a definite date on which we are going to start. We want, of course, to have a staff that is as well trained as we can have them when we go on the air. At the same time we do not want to have too large a staff on the payroll for months before we are ready to start. When will these facilities be ready to be put into operation? That is the important question. We are not able to fix that date as yet. We want about six months in which to complete the full training of the technical and production staff. At the present time we have nothing more than a small nucleus of people because we have not been sure of the date within six or seven months. As soon as we know for sure that we will be able to start within six or seven months of a given date then our production training program will spring into full action. We hope to be in a position to have a very capable production staff ready to go ahead as soon as the facilities are ready to operate.

Q. How many hours a day do you plan to be on the air at this time?—A. That is not quite certain yet and I do not think that we are going to be able to say until we are. It will be a relatively small number of hours. We want to try to concentrate on quality rather than on quantity. It will probably work out at the start around 3 hours a day and perhaps at times even less than that.

Q. Even less than that?—A. Quite possibly. I hope the committee will realize that this television is an extremely expensive thing. For some of the big sponsored programs in the United States the cost runs anywhere from \$50,000 to \$60,000 or \$70,000 per program; and in our circumstances I think the committee will appreciate the difficulty of putting on programs of that type. Our objective is going to be to try to produce television of a different kind but with, we hope, pretty good basic quality and at what we hope will be a reasonable cost—to produce programs which will not necessitate the immense sums of money that are required in the United States.

Q. I think we should be clear on that, on the number of hours, in case some people in the country get the impression that you are going to start right off with a full 12 hour or 15 hour a day operation. That is not possible, I take it?—A. We see no possibility of that at all.

Q. What is the policy going to be with regard to commercially sponsored television programs?—A. Our idea as we envisage it now is that we will be taking some commercial programs as in sound broadcasting to help bolster the revenue side, and also to provide a certain number of programs.

Q. You are talking now about the time you will be on the air?—A. Yes, but our efforts, our plans are being worked out to give us as a broadcasting organization an active part in the sponsored content of television. We regard

that as very important because it is such a powerful medium; also because of the special production facilities involved. You see, in each place we will have only two studios, and that will require very careful planning to get programs out in that limited space. Therefore we will have to be directly associated by our own management controlling each program more than is the case in sound broadcasting.

Mr. FLEMING: Mr. Ouimet, would you care to comment on that?

Mr. OUIMET: That is right. There is another aspect to that sort of problem and that is that our stations will have limited facilities to start with, and that means that only the broadcaster can take care of that phase of the television production. In sound broadcasting facilities are much greater in extent and it is possible for the sponsor to do a great deal more than can be done in respect to television programs. Also, mention has been made of facilities, that there are only two studios available; and that will be a factor in determining the number of programs you can put out in a day; that is, our facilities and our proposed schedules are related to one another. You are asking whether we should transmit for a full day? We cannot transmit for a full day out of two studios.

By Mr. Fleming:

Q. Has planning by the Board of Governors reached the point where it has laid down any particular policy as to the commercial content of television programs on the one hand, and those that are strictly non-commercial on the other hand?—A. You mean, the amount of selling message in the program?

Q. No. I am thinking about the proportion of commercially sponsored programs as compared with those which are not commercially sponsored.—A. No, and here it is even more difficult perhaps to set a definite proportion. We feel there is all the difference in the world between good programming produced in our own studios and under our supervision, which may be sponsored and paid for by Canadian advertisers, as compared with, let us say, a film which comes into Canada from outside and is sponsored. We will be much more happy to see a program which is really a live Canadian production sponsored than to see material brought in from outside the country. The proportion may depend to a quite large extent, on the degree to which the sponsors will work with us in sponsoring really good Canadian production.

Q. I take it that your planning has not reached the stage of determining the proportion?—A. No. We are working on the important objectives and ways of working them out, rather than on percentages.

Q. And as to the commercial content itself, what are the conceptions you have concerning restricting the commercial content in commercially sponsored programs?—A. The selling messages and that sort of thing?

Q. Yes. I am thinking about the range of products which you are going to permit to be advertised.—A. In the first place, we think that the regulations for sound broadcasting would carry over into television mutatis mutandis, but there may be a number of additional regulations needed for television. We are not sure what they will be yet. For instance, there is a regulation against liquor advertising; that will apply to television, and that sort of thing; but there will be other new questions.

Q. Turning to finances now, can you tell us how much has been spent or incurred to date by the C.B.C. in its own development of television?—A. I can give it to you and perhaps Mr. Ouimet could verify it. We are committed to a capital expenditure for the two centres of \$4,200,000.

Q. Are you satisfied, that with the uncertain cost of things, your estimate is not going to be exceeded?—A. I shall ask Mr. Ouimet to check on this item.

Mr. OUIMET: That is correct, the \$4,200,000 estimate, and once the installation is in, that will be the cost; it will not be over-expended, but we do have

some escalator clauses in our contracts and, for example, if the cost of labour still goes up, we have enough to cover a small amount. But if there be a further appreciable rise, I could not be absolutely sure; but whatever it is, it would be a small amount.

By Mr. Fleming:

Q. You were going to speak of other things?—A. We have been spending and we are spending further moneys from the loan on preliminary work with the staff that is there now, and at the planning stage, as you saw. A lot of our important things depend on H-hour when we may start on the air.

Q. What is the H-hour?—A. Call it T-day when we start transmitting. We have to estimate back from that. Now we expect to have about \$ $\frac{3}{4}$ million left in the kitty, from the \$1 million loan, when we go on the air.

Q. In other words, if you get under way, let us say, next summer, you will have expended by that time, on your capital outlay on the two stations and in development of programming and associated expenditures about \$5 $\frac{1}{4}$ million? —A. Yes.

Q. Then, from that point of view on, what is the financial picture that you have projected?—A. Perhaps you will remember that we gave a projection to the last committee, and that projection is still pretty much the same, subject to changes in cost. There have been increases in costs in the last two years since those estimates were worked out. It is a difficult to work out costs with respect to hours of television far ahead. But we expect, in 12 months of programming in the two centres, to spend about \$2,600,000.

Q. You mean, to spend it or to incur a net deficit of that amount?—A. No, to spend that much money.

Q. \$2,600,000?—A. Yes.

Q. And what revenue do you expect from it?—A. We cannot be certain because the government has not set our revenue basis. I mean, there is no licence fee system, or a system providing a flow of money from the public.

Q. I was not thinking of special parliamentary grants or special licence fees; but if a licence fee system were established for television receiving sets, would you have some idea of what you anticipate from your commercial sponsors?—A. For that year, our estimate, which is pretty rough, is \$285,000.

Q. You anticipate receiving \$285,000, and you anticipate an actual deficit on operations in the two stations for the first full 12 months period of \$2,300,000?—A. If it were on a commercial basis, but of course it is not set up as a commercial operation as is the sound broadcasting. The commercial revenue would be merely one subsidiary aspect of our operation.

Q. You are going into the wider questions?—A. Yes.

Q. I was simply trying to understand these figures.—A. We like to avoid using the word "deficit" for the difference between our commercial revenues and our expenditures.

Q. You say that \$285,000 is your anticipated commercial revenue on such commercial broadcasting as you contemplate allowing?—A. Yes.

Q. And on that basis you anticipate that you will expend in the first 12 months of operation on those two stations \$2,300,000 odd more than you will receive in commercial revenue?—A. Yes.

By Mr. Knight:

Q. Those deficits would be made up then from only two sources, licence fees and statutory grants of some sort. Is that correct? Your three sources of revenue would be: commercial revenue, statutory grants, and licence fees?—A. That is what the Massey Commission recommended.

Q. What is your policy with respect to licence fees at some time when we have enough distribution of television across the country, and how

would it be affected because of your inability to give service in far away of remote places? What is the licence fee situation?—A. This licence fee question is not a matter of our policy, Mr Knight.

By Mr. Fulton:

Q. You do not recommend?—A. We would not likely make a formal recommendation regarding them. I think it is quite clear in our discussion with previous parliamentary committees that our calculation has been based on costs per head of listeners served, with the listeners in one way or another paying for the service.

Q. It seems to me to be different in the matter of television than with ordinary broadcasting because there is no doubt that your service in television is going to be very sparse.—A. We quite agree with you.

Q. So with a personal licence fee there would be a lot of people paying for licences, and paying for a machine, out of which they probably would not get much service.—A. That is quite true.

Q. In many parts of the country, on the other hand, those who pay for a licence fee and pay for a set will be getting extra service.

By Mr. Stick:

Q. Do you contemplate charging a separate fee for television and for broadcasting?—A. That is getting out of our field. We do not set the licence fees. The figures which we gave to the royal commission and to the last parliamentary committee were based on estimates of costs per head per listener, cost per television home.

Q. You are going to have an awful kick from the rest of the country if you ask them to pay for Toronto and Montreal.—A. In any figures we have given, we have not suggested that at all.

Mr. GAUTHIER: (*Portneuf*): Team work!

Mr. FULTON: You say that the cost per head per television home should be confined to those homes in the areas served by television. Is that correct?

The WITNESS: That is the way we had worked it out, but we did not take into account much possibility of reception in the other areas.

By Mr. Richard (Ottawa East):

Q. Have you said when you expected to have television here in Ottawa?—A. Not definitely. I said that in the second stage of development, there would be included a drop-off station in Ottawa from the network between Toronto and Montreal.

Q. You say the second stage would include Ottawa?—A. We would hope Ottawa would be a part of the second stage.

Q. What about this tower which is being erected on the Bell Telephone building? Has that anything to do with your system?—A. Yes. It is part of the first stage which is under way right now, the network connection between Toronto and Montreal. It passes through Ottawa and that tower is a part of the system being built; but as part of the second stage, we would like to build a transmitter here in Ottawa which would hook into that network.

Q. Could we not get something from this tower here?—A. No, you could not.

Q. You say we could not get anything from it?—A. No. It operates on quite different frequencies; it is part of a relay system.

Q. Then what is Tommy Gorman talking about when he says he is going to have television in the auditorium?—A. He is talking about a form of television, bringing programs in point to point communication; that is not in our field, it is not broadcasting. It would not be broadcasting.

Q. It would be reception, would it not?—A. No, it would not be reception of broadcasting. He would have to find some means of point to point communication with some place where events were going on, in order to project them.

Q. And would he be subject to your regulations?—A. Not if it is point to point communication of some kind.

Q. So there is no hope for Ottawa for a couple of years?—A. It does not look like it, although if we had the money, we could connect with the network service between Montreal and Toronto and be operating quite soon.

Mr. OUIMET: Let us say, around the middle of 1953.

The WITNESS: You will understand that the Bell Telephone has been held up too. An order was placed some time ago, and if we had the money, we could have a transmitter in the area.

By Mr. Richard:

Q. According to your submission, consider Windsor. They get all the broadcasting they want to there from the United States. Do you think you should charge them a license fee for television when they are receiving all their programs from the United States?—A. That is not our question, because we are not doing the licensing. But we do think, as part of the second stage, that we might have a television system which would run through that area which, by the way, is a very heavily populated area.

Q. If you go to the extent of having television which would link a couple of cities and which would put on so many hours of television in a day, you are not going to adopt the principle that you are not going to have American broadcasts which are good broadcasts, and give that service to the Canadian public. You will take anything you can get that is good, to get television hours per day?—A. Not necessarily. We will not go that far. We think we should stick to the principle of not taking everything we could get, but rather to try to have good programming, and not necessarily take them simply for some extra hours of television broadcasts.

Q. But providing they were good programs, you would not shut them off the television simply because they were American broadcasts?—A. It does not work that way because you have to work out arrangements ahead of time for schedules and so on. We would like to make arrangements for a certain number of good programs, but not so many that we would have to give up time when we should be producing good Canadian programming.

Q. But you are limited to two cities?—A. Quite a lot would be determined by that, but we would have the network between Toronto and Montreal.

By Mr. Fulton:

Q. While you are on that subject, do you think it proper to extend the television network down through the area of western Ontario? You have referred to it as getting a fair amount of television from the United States. Do you contemplate concentrating programs of television more to those areas than to other parts of Canada which get no television at all?—A. Chiefly because we can do so relatively cheaply. We can, at no very great cost, buy a network service from one of the line companies out through that area and then hook it into the network transmitter, broadcasting the network material at practically no program cost at all, and thereby cover the population at relatively a low cost per head.

Q. I am thinking of the Winnipeg and Vancouver projects you have in mind and the prairies. Would it be very expensive to put it through the mountain territory of British Columbia? And what about the prairies? I have no idea, I am asking for information. Would it not be relatively inexpensive, if you had facilities in Winnipeg, to have some line by wire or an outlet to

subsidiary stations in other prairie cities?—A. In respect to Winnipeg, the programs to a large extent would be done by kinescope, and I think the way would develop to have smaller stations in the prairies provided with kinescope programs rather than to have network communications with many cities.

Q. How about the cost of that development? Could you compare the possible cost of that development with the possible cost in western Ontario?

Mr. OUIMET: Distances are much greater. To reach your 100,000 viewers you have to go a much greater number of miles; in other words, the population density is much lower in the west, so the cost would be much higher per head.

Mr. FULTON: If you expected to reach 100,000 viewers, you would put in a station at Regina and another one at Saskatoon, and following Mr. Dunton's last suggestion, you would have them operated by kinescope. I am thinking of them in that respect; and would that be very much more expensive than the type of development you have in mind for western Ontario?

Mr. OUIMET: Where the transmission of a program is entirely by means of a recording, such as the kinescope program, your cost of distribution is linked to the cost of transmission; that would include of course the transmitter, the cost of operating it, plus of course the equipment to project your film or recording.

Mr. FULTON: Could you not give us an estimate per station?

Mr. OUIMET: Yes. A station of that type which would cover the same area as a station, let us say, in Ottawa, would be of the order of \$750,000.

Mr. FULTON: \$750,000. I am not asking you to reach a conclusion on the basis of the figures. Two of them would cost \$1½ million. What would the type of development cost that you have in mind for western Ontario? I am thinking only of that part where you already have television coming in from the United States. What would your cost be, let us say, to reach 100,000 people there?

Mr. OUIMET: In that case, there is no station which would have such a low coverage because of the population density. If you put in a station west of Hamilton, or a station at London or Windsor, the population density is much higher. I may have some figures. The coverage, let us say, for a station around Ottawa would be about half a million people. The station around London would cover around 357,000 people. No matter what the population density, the cost is the same whether you put the station there or some place else.

Mr. FULTON: What would a station of that type cost there?

Mr. OUIMET: The same cost as I have given.

Mr. FULTON: You say then \$750,000?

Mr. OUIMET: Yes.

Mr. HENRY: Have you any estimate for Halifax? How many people are there, and what would it cost to cover them?

Mr. OUIMET: The cost of a station of that type would be the same no matter where you put it because it is simply the cost of the station. You see, the number of people it covers would vary greatly, whether the set be in Montreal, Halifax, or any other place. Therefore the cost per head is much greater, let us say, in the Halifax area, because the city, or greater Halifax has something around 150,000 in the way of population or something of that order as compared with 2,000,000 in population around Montreal, or as compared with half a million in Ottawa, or as compared with 375,000 around London.

Mr. FULTON: What would a station in Calgary cover?

Mr. OUIMET: A station in Calgary?

Mr. HENRY: I wonder if you could tell us that?

Mr. FULTON: I would like to get these figures which I have asked for, Mr. Chairman.

Mr. OUIMET: I cannot give you up to date figures as of this year. This is based on 1947. At that time in a 40 mile radius which we could enlarge now in terms of our experience nearly to 60 miles, it would be 130,000. But I think it must be nearer now to 150,000 or even 160,000 because this was four years ago.

Mr. FULTON: You have got 20 miles over that 40 miles now.

The WITNESS: We are not wedded to the second stage of development as outlined and there are no actual decisions about it. Therefore we would be glad to have any recommendations that might be made. Our thinking is largely tied to the expectation that most of the funds would come from licensees, from the people actually served.

By Mr. Fulton:

Q. I suppose these are worked out on that basis; but I would think you would be running into great difficulty if you tried to collect your licence fee on that basis in the first instance because I can imagine there would be many people who are not actually served, although they fall within the arbitrary area in which you say they can be served; and I suppose it would be preliminary to putting people on a basis of agitating for television service, and they would expect to pay a licence fee, and they might have strong views if television were to be financed in some other way. I would not be qualified to lay down the supposition, but I ask this question because I hope you will bear in mind that those areas which are already able to receive television from across the border, if they want to, will be satisfied that they have a few years while you pioneer in the field, where they will not be able to get television from their sets at all. I should think that might be a principle to guide you.—A. Of course, there is an argument on the other side, that perhaps in a way it is very important to make some Canadian television available to homes which are doing a lot of listening to American television so that their listening is not entirely non-Canadian.

Q. I should not imagine there would be any great danger to Canadians from receiving American television programs?—A. I am not suggesting that it is a real danger, but I think you should bear in mind that over the years television has a pretty strong influence, especially on the minds of young people.

The CHAIRMAN: Mr. Henry.

Q. With reference to the people of Toronto, I think they would be interested in knowing when you estimate television programs will be presented to them?—A. In answering Mr. Fleming I said that unfortunately at the moment we cannot give a positive estimate of when we will start. All we can do, from what we have been able to learn, is to say that we shall not be able to start before the summer of next year. We had hoped to start this September and we would have so started if materials had come through, as they would have done under normal conditions. But such is not the case and so I repeat that we could not possibly start before next summer or even the beginning of next fall.

Q. You said there was a network now being constructed between Montreal and Toronto?—A. The network is now being established, yes.

Mr. OUIMET: Yes, it was ordered, I think more than six months ago. I am not absolutely sure, but I think it was more than six months ago.

The WITNESS: We entered into a contract with The Bell Telephone Company earlier this year to give us service as quickly as possible. But they now think that they cannot be ready until 1953.

Mr. LANGLOIS: When do you propose to go ahead with the transmitter in Ottawa?

The WITNESS: That would depend on our getting funds and upon the authorization. The network should be passing through here around June of 1953. If we had the funds, we could probably have a station ready to hook into the network.

Mr. STICK: You think it would be better to have a network before you have a transmitter in Ottawa?

The WITNESS: Oh yes, because of the network connections it would be a cheap station to operate. It would cost no more than the cost of running a transmitter because the programs would be passing through Ottawa in any case.

Mr. GAUTHIER (*Portneuf*): How long did it take to get permission to build that tower in Montreal?

Mr. OUIMET: One year, approximately.

Mr. HENRY: Have you had any trouble in Toronto?

The WITNESS: No, we got permission quite readily to go ahead on our own property on Jarvis Street.

Mr. HENRY: When do you expect to have the network between Toronto and Montreal operating?

Mr. OUIMET: In 1953, both cities on the network between Montreal and Toronto in 1953.

By Mr. Fleming:

Q. You have given us the estimated cost of operation and the estimated revenue for the first 12 month period after you bring into operation the two stations at Montreal and Toronto. How far in advance have you projected your estimate of revenue and expenditure of those stations?—A. We gave a projection to the last committee and that is about as far as we have been able to go; but that projection is subject to the change in costs since then, and there may be more changes to occur in the next year or two.

Q. As I remember it, you made them for 3 or 4 years in advance?—A. Yes.

Q. Can you give us a figure for several years after the first?—A. We estimated for 1953.

Q. Had you not better say the second year of operation?—A. The second year of operation; we estimated \$2,825,000, but that will have to be higher just as our estimates for the first year will have to be higher. Although we have not worked out just how much higher, it will be something higher. We have estimated \$3 million for the third year of operation. But that again is subject to upward adjustments because of the change in costs. And for the fourth year, we estimated \$3,150,000, again subject to upward revision.

Q. And that is as far as you went into projection?—A. Yes. And those figures are only in relation to the Montreal-Toronto projects.

Q. Just the two stations?—A. Yes.

Q. And your figure of anticipated revenue on the commercial side is what?—A. \$285,000 the first year; \$585,000 the second year; \$820,000 the third year; and \$1,050,000 for the fourth year.

Q. So you anticipate in the four years of operation quite a rapid increase year by year in your commercial revenue?—A. We have been counting on that. We think the figures will work out.

Q. Would you anticipate an increase on the revenue side similar to the increase you expect over your former estimates on the expenditure side?—A. I would not think so on the commercial revenue side because it is pretty hard to look 3 or 4 years ahead. I do not think at this stage we should count on more money if we are going to run a good service.

Q. It looks as if in the first four years of operation on the Montreal-Toronto stations there will be required about \$10 million in round figures to finance your operations, quite apart from this commercial revenue?—A. That was the figure before of the overall loss amount.

Q. To cover operations in the four year period, in the first four years of operation?—A. That is the difference between the total of our estimated operating costs and commercial revenue. It looks about \$10 million, yes. You do your arithmetic faster than I do. I get a different total—let's see, you want the total of the estimated operating costs and the commercial revenues?

Q. Yes.—A. Yes, it looks like about \$10 million.

Q. That would mean that \$10 million must be found from some source other than your anticipated revenue from commercial sources for this first four years of operation?—A. Yes.

Q. How many receiving stations—I think the figures you did give us were 50,000 television receiving stations in Canada.

Mr. OUIMET: Nearer 60,000.

Q. How many of these stations do you estimate are in the area that is likely to be served by the Toronto and Montreal stations, from the Toronto and Montreal stations?

Mr. OUIMET: We have not made a study on that point, but are simply guessing as a general proposition I would say considerably more than half.

Q. So it comes down to this, at the outset at any rate, perhaps 40,000, close to 40,000 will get the full benefit of these expenditures that are being made to develop television in the Toronto area?

Mr. OUIMET: If there are no further sets sold within the next year; there would be many more sets sold. You see this is the situation, I think there were 50,000 sets sold last year. If sales are maintained for the next 12 months, not quite 12 months—let us say to November, the same date, the rate they are now there should be as many as there were in that period; there should be that many more than there are now, and I believe the manufacturers are hoping they will sell a great many more than the same number of sets sold to date.

Q. Yes, I think we are all probably aware in reading the D.B.S. statistics, of the great increase in the sale of television sets purchased until within the last two months there was a falling off as compared with 12 months ago.

Mr. OUIMET: It has picked up again.

Q. That is November?

Mr. OUIMET: Not starting November, but the last month of which there are statistics available.

Q. Now I would like to ask you a question about colour television. Do your plans include coloured television?—A. I will let Mr. Ouimet explain.

Q. It is a matter of very great interest in view of what is happening in the United States right now on that subject.

Mr. OUIMET: Our plans must keep colour television in sight. They do not include colour television at the moment because we are starting with black and white; all our production is being based on black and white. We have to keep in close touch with that development so that when the time comes for colour television we can bring it in without too much disruption of what we already have. And now, the situation with respect to colour is in a state of flux in the United States. As you know, that system has not yet been developed to the point of practical operation in the United States. As a matter of fact,

because of an order of the office of Civil Production (I think it is) or something, all production of colour television equipment has been suspended for the duration, so that it is estimated that it will be a number of years before colour television comes into practical operation in the United States.

Mr. FLEMING: Well, colour television would add considerably to your costs, would it not, from the standpoint of production?

Mr. OUIMET: As far as broadcasting is concerned, it would depend on which system is adopted. With either system—there are two of them—there is the compatible system which may be received in black and white on ordinary receivers and there is the non-compatible system which requires a completely new receiver. With either system the transmitting station remains the same. There is no change. It will transmit black and white or colour; but the studio equipment will have to be changed. But if there is a compatible system there will be a black and white transmitter and it can be used for transmitting either black and white or colour, but in connection with the other system you require additional studio colour equipment.

Q. Did the figures which you gave us this afternoon include anything for colour television?—A. No.

Q. They were all based on black and white?—A. Yes.

Q. Now, just to sum up these figures for convenience. Stage one, namely production from the Montreal and Toronto stations, will cost \$5,250,000 by way of capital outlay to bring them up to the stage of production?—A. That is right.

Q. And then in the first four years of production there will have to be provided \$10 million more, over and above anticipated commercial revenue?—A. Yes.

Q. So that means \$15,500,000 for stage one in the first 4 years of operation?—A. Yes.

Q. Can you give us the same figures, Mr. Dunton, with regard to stage two?—A. Yes. The estimate of the capital cost is \$6,500,000.

Mr. OUIMET: I would say between \$6½ million and \$7½ million.

Mr. FLEMING: Between \$6½ million and \$7½ million of capital?

Mr. OUIMET: Yes.

By Mr. Fleming:

Q. And then can you give us, briefly, figures on anticipated cost of operation?—A. About \$1½ million for the second stage.

Q. About \$1½ million?—A. Annually.

Q. Annually, in expenditure?

Mr. OUIMET: That is right.

Mr. FLEMING: Firm expenditure?

Mr. OUIMET: That is right.

Mr. FLEMING: And what do you anticipate in the form of commercial revenue to offset that?

Mr. OUIMET: During the first year, where there are no receivers actually—that is if you want to include areas in which commercial revenue would be appreciable, but we have not made a study of what that would be exactly.

The WITNESS: I would like to point out, Mr. Chairman, that all our thinking on this has been on the basis of Canadians who buy television sets being the chief contributors to Canadian television. We have counted on commercial revenue only to help meet the cost of operation, and we have not included in our calculations anything coming from the general fund. Our calculation has been based really on the television viewers of the country, those people who choose to buy television sets, and paying fairly large sums for them, supporting the service.

By Mr. Fleming:

Q. That would be based on a government fee per receiving station?—A. Yes.

Q. Did you make any calculations on what that would cost per receiving station?—A. As I say, our earlier figures have been based on a cost of \$10 per television household.

Q. That would be a licence fee of \$10 per receiving station. It would be a receiving station licence in the same way as in the case of the present sound receiving station licence?—A. Yes. It would cover as many television sets in a house as anybody wanted.

Q. There may be more than one set in a station. That was your basis for estimating with respect to this \$10 receiving station fee?—A. Yes, for television. I would also add, as indicated this afternoon, costs have gone up since that was worked out.

Q. What do you estimate the receiving station licence fee would have to be to carry this cost we have had indicated?—A. If we had a licence fee that would cover the cost of these early stages it would be \$15, if we attempt to cover the whole of the cost from this source.

Q. And that estimate has been based on an anticipated substantial increase in the number of receiving sets that are either produced or imported?—A. That is correct.

By Mr. Smith (Queens-Shelburne):

Q. There may be many local sets which may be in places where there is no chance of getting your programs. For instance, the people in Nova Scotia might be getting a station from the United States, they might get television reception from there before you would have your facilities extended to that part of the country and be able to give them your programs. For example, I know there are some places in the southern part of Nova Scotia which by some strange quirk get programs from the United States; they claim the radio waves bounce on the ocean and land at Yarmouth and up the coast. Would they be forced to pay for a licence? Have you anticipated that?—A. We are not the licensing authority. That is why I have to be very careful in talking about licence fees. That is quite a problem. One of our desires, if such a system is to be put into effect particularly, is to try to bring Canadian listeners the widest possible range of coverage, to bring our service to all points where they have television sets. There will be certain difficulties, particularly in the maritimes, I think, in connection with the lines, and so on, but viewers in those parts of the country would be contributing to this general fund. It must be realized of course, that Montreal and Toronto are production centres; that other areas will get the immediate benefit later from these facilities; our plan is to extend coverage facilities to bring the programs to outlying points.

Mr. FULTON: On that point, I have been trying to follow your figures, and correct me if my calculations are wrong. Mr. Ouimet said the cost would be between \$6½ million and \$7½ million for stage two—the capital cost. Now, earlier you said that that stage two would include producing stations to be served by kinescope at Winnipeg and Vancouver. Mr. Ouimet said that the cost of such stations would be approximately three quarter million dollars?

Mr. OUIMET: May I correct that impression? You asked me the cost of a transmitter that simply relayed kinescope performances.

Mr. FULTON: Oh, yes.

Mr. OUIMET: In the case of Winnipeg and Vancouver the installation we are proposing under this plan is more elaborate than that, and it comprises a

mobile unit and a studio in which you also use the mobile equipment so that you can put on some local programs. We estimate the cost of stations of that type to be of the order of \$1 million.

Mr. FULTON: Then, what you contemplate for the stations both at Winnipeg and Vancouver is the complete station including the mobile unit, and that will cost \$1 million?

The WITNESS: Correct.

Mr. FULTON: So that, taking that as your highest estimate—you said previously that you would not like to say more than between \$6½ million and \$7½ million.

Mr. OUIMET: The reason why I mentioned \$7½ million is that the \$6½ million is an investment cost, but by the time we carry this out the 15 per cent contingency I mentioned may well be needed, and a good deal more.

Mr. FULTON: What I am trying to get at is this, you make some adjustment in respect of that \$2 million figure. Is that a higher target or do you not anticipate to go that high?

Mr. OUIMET: Those figures which you are adding up will amount to \$6½ million.

Mr. FULTON: For the two western stations you thought you might have to put it at \$2½ million?

Mr. OUIMET: No, 2 million.

Mr. FULTON: Bringing that up a \$7½ million?

Mr. OUIMET: No, \$6½ million.

Mr. FULTON: Taking that amount, \$2 million, from the \$6½ million would reduce it to \$4½ million capital costs which will be expended in the area which you have already mentioned as lying along the United States border—for instance, the section possibly from Hamilton to Windsor, which is already served, or partly served by American television stations.

The WITNESS: Then, there is the portion of stage two in the Ottawa and Quebec areas—stage two includes Ottawa and Quebec: between Toronto and Montreal and between Montreal and the Quebec region.

Mr. OUIMET: You are also adding something to the adequacy of the coverage in the region of Toronto where at the present time it is very questionable. As a matter of fact, it is marginal and there are many areas which are not served. The greater proportion of the residents in the area who have receivers which are operating efficiently in Toronto for the most part are in locations where they are on a natural elevation where the reception is better than it is in other areas of Toronto; so I think it would be about correct to say that there is an area of indifferent service in Toronto.

Mr. FULTON: I see. Well, as a matter of fact you have corrected the impression which the first reading of your figures gave me which reminded me that stage two should include development toward Quebec and also between Montreal and Toronto.

Mr. SMITH (*Queens-Shelburne*): I wonder if Mr. Dunton could give us any information as to the situation in Halifax, and what service they would get from the C.B.C. channels.

The WITNESS: That would come naturally with the Canadian cities in the next stage, but we have not finalized our plans with respect to that as yet, and I doubt if it would be wise to do so until parliament provides for the money for us to arrange the previous stage.

Mr. FULTON: There is a further point on which I am interested, and that is whether you are seriously contemplating that the licence fees for these costs in

stage two would cover the capital cost involved. You contemplate that you will get \$4½ million in this area of eastern Canada, which as I appreciate it lies outside the cities of Montreal and Toronto; that is, your stage two.

Mr. OUIMET: What portion of that \$4½ million?

Mr. FULTON: You estimated that stage two would cost \$6½ million and of that amount you said that you would require \$2 million for stations in the west?

Mr. OUIMET: That is right.

Mr. FULTON: Well, that leaves \$4½ million, and as I understand it, stage two in eastern Canada is mainly outside of the Montreal-Toronto area?

Mr. OUIMET: That is correct.

By Mr. Fulton:

Q. And now, the \$4½ million would be drawn or would be available from the receiving stations in eastern Canada which are located outside of Montreal and Toronto. Do you expect the licence fee to cover the cost?—A. You should cover a pretty big population in that area. Perhaps Mr. Ouimet would answer that.

Mr. OUIMET: Yes. The population of the first stage, which is Toronto and Montreal, plus the second stage, which is Winnipeg and Vancouver and the extension of the service from Toronto to Windsor and from Montreal to Quebec, that would cover roughly one-half the population of Canada.

Mr. FULTON: And this \$4½ million would be from the population of eastern Canada outside of the Montreal-Toronto coverage, that would be under your stage two?

Mr. OUIMET: It would be.

Mr. FULTON: Perhaps instead of population I should ask you what do you estimate the number of receiving stations in that area would be outside of Montreal and Toronto?

Mr. OUIMET: About half a million sets.

By Mr. Fulton:

That would still be well within your \$15 per set?—A. Yes, although we must realize that the operating costs is the serious factor in television, particularly the program production cost; and is much higher than it is on our sound broadcasting.

Q. Yes. Do I then understand you to say that the licence fee if applied, I put in that reservation, would be sufficient to cover both the capital and operating costs; or, are we talking about capital cost only?—A. No. —We hope that it would take care of the operating cost and eventually contribute to capital.

Q. I am particularly interested in your spending, but I wonder what your operating cost would be. It seems to me that you are going to be pretty well put to it to meet that if you are only anticipating revenue from 500,000 anticipated sets assuming that your capital cost is going to be \$4½ million.

Mr. OUIMET: It must be remembered that the Toronto station is going to cover 1,850,000 people. That is one item. Our policy in operation is that we are proceeding in the direction of the least cost per capita. We are starting with Toronto and Montreal where there are a great number of people which can be covered, and who will pay a licence fee, if there is a licence fee, where there is the greatest hope of making the operation profitable. As you carry it further and extend the service to the lesser populated cities; for example, in the case of extensions to Windsor and to Quebec, you are still in an area which is reasonably

economic in character. And as you go further, you get to areas where a licence or fee per set becomes less profitable in terms of operation, if that operation be considered on a return basis.

By Mr. Fulton:

Q. At what stage, or at what point do you anticipate that you will be able to embark on an extension to the Maritimes, and an extension to other prairie regions?—A. I would say that would depend on parliament, on the provision of financial support, and of course on the availability of materials under the defence production situation.

Q. Is it fair for me to infer from that you would say that type of extension is one for which you are going to have to ask for public funds in order to finance it? Can I take that meaning?—A. Public funds?

Q. I mean, funds made available through parliament, from the general revenue?—A. Certainly, in the form of loans at least. Parliament will have to make some decision. The Massey Commission recommended that all the capital costs of television be borne from general funds.

By Mr. Fleming:

Q. In your estimate of \$15 per set, you did not anticipate that capital costs would be excluded, did you?—A. No, that would be a basis in the projection, namely, to have funds available to pay back the loans. But if you keep on adding these stages at a rapid rate, you will always have a demand for further capital funds for extensions.

Q. When you arrived at your calculation of per receiving set licence fee of \$15, you did include some provision for retirement of loans from the government to meet capital costs of construction in the first place?—A. Yes, later, following a period at which the number of sets in the hands of the public had grown to a place where the revenue had risen very greatly. These estimates are very difficult to make because they depend on the number of sets held by the public.

Q. But any projected policy for retirement of capital loans might go on for some time in the future, if your capital expansion program continues?—A. That, of course, is the difficult thing.

By Mr. Fulton:

Q. To go back to your earlier answer, surely it is correct to say that the whole thing depends not only upon parliament, but also upon the time at which you recommend these various stages, such as stage one and stage two, and also the type of program. If you have got stage one going now, and you hope to have stage two going within a tentative time limit, neither would be going unless the C.B.C. had come along and got it started. So while it depends on parliament to approve it, I think it depends also on your asking that it should be undertaken.—A. We propose very shortly, as soon as we get some time this winter, to start discussions with the proper authorities about the next stage, and for the financing of it. You see, it is also all related to the defence production picture.

Q. You are not able to get to the point where you can state any concrete thinking about stage three. What position are you at with respect to the stages, after stage one and stage two. I will put it that way?—A. No further than we are this afternoon, after discussing it. We have done a lot of study about it, and about the economics of it. But the Massey Commission thought that it should go stage by stage and I think at each stage we shall learn more about the next stage. If I may offer a suggestion covering the second stage, I would say that they will be ready to start work on it as soon as the present facilities are completed.

Q. Yes?—A. And as to the third stage, I think, going out beyond Vancouver, Winnipeg, and those other things, we would like to wait until we get a little experience in operating before we made a definite recommendation about it.

Q. You are not prepared to attach any tentative time limit to that stage?—A. It is pretty hard to do so. I think there are much more important things before us, such as the production part of it.

By Mr. MacLean:

Q. With regard to the programs originating in the United States, at what stage do you hope to link in with the American stations?—A. We expect to have a link between Toronto and Buffalo ready when we start.

Q. And with regard to the possibility of the United States chains changing over to colour broadcasting, perhaps there is no real possibility of that happening, but supposing it were true, is it possible to tap a coloured chain and broadcast it in black and white?

Mr. OUIMET: Again it depends on which system they finally adopt. Once they have adopted a thing, it is then the law of the land. If there is to be coloured television and if it is the C.B.S. system, that system cannot be received directly on the 15 million receivers which they already have in the United States because it would require adapters and converters, or new receivers. And the same thing would apply in Canada. That system of transmitting over the link between Buffalo and Toronto would not be receivable on any existing receivers in Canada.

Mr. MCLEAN: Would you say there was no way of transmitting it by means of a transmitter in Canada?

Mr. OUIMET: No.

Mr. MACLEAN: You say there is no means of adapting it by any process?

Mr. OUIMET: No. There is no simple means, no practical means.

Mr. FLEMING: Turning now to licensing and applicants for television stations, I hoped, Mr. Chairman, we would have Mr. Browne's statement here, which would shorten this up; but I am told by Mr. Plouffe that there was only the one copy turned in, and that it went to the printers.

The CHAIRMAN: Mr. Dunton tells me that he has a copy here which you may use.

Mr. FLEMING: Thank you, that might save us some time.

By Mr. Fleming:

Q. Mr. Dunton, the C.B.C. has had referred to it, as I understand it, by the Department of Transport, all applications which have thus far been made for television station licences?—A. As far as we know, yes.

Q. Has there been any change in this respect since we were on that subject a year ago last spring? There were four applicants in Toronto at that time pending?—A. Yes. There have been additional applications which have come into the Department of Transport.

Q. For Toronto wave lengths?—A. Not for Toronto, but for other cities.

Q. You contemplated two available in Toronto, after the C.B.C. took one.—

A. There will be two frequencies left.

Q. Two available. There were three in all, but you have taken away one, leaving two available?—A. That is right.

Q. And you have the same four applications which were pending a year and a half ago?—A. Yes. No new applications have come in from Toronto.

Q. And in Montreal how many are available for television?—A. Three, after reserving two for the national system.

Q. There is a total of five which you have taken two, leaving a balance of three?—A. That is right.

Q. And how many applications have there been for those two?—A. There have been two applications.

Q. There were two applications over a year and a half ago, and no new ones have been received since that time?—A. No.

Q. And elsewhere, what is the position?—A. There was one for Hamilton which we recommended be denied, but it has been put in again; and there have been two additional applications for Hamilton.

Q. For how many wave lengths there?—A. One.

Q. What about Windsor?—A. There is one for Windsor, where there is only one Canadian television channel.

Q. And when was that application filed? Is it a recent one?—A. We got it March 19, 1949.

Q. And next?—A. One for New Westminster, and one for Winnipeg.

Q. How many frequencies are available at each of those places?—A. In the Vancouver-New Westminster area there is a total of three; and for Winnipeg there are four.

Q. There are three available for the Vancouver-New Westminster area?—A. Yes.

Q. Did the C.B.C. take any of them?—A. We have not formally applied for one of them yet, but we expect that one of them will be reserved.

Q. And in Winnipeg?—A. There has been one application in Winnipeg.

Q. And you expect to have one of them reserved for the C.B.C. also?—A. Yes.

Q. Does that cover the list?—A. Yes; that is all that we have had.

Q. The reason these have been held up—and by the way the dates of the applications will appear, as I understand it, on the list that Mr. Browne has submitted, and I understand that that list is being made a part of the record.

The CHAIRMAN: Yes, it is made a part of the record.

By Mr. Fleming:

Q. We do not need to spend time on that. These applications in the Toronto and Hamilton areas and Montreal, go back, most of them, to 1948, do they not?—A. That is right.

Q. The first application started on February 27, 1948?—A. I think that was Al. Leary's at Toronto.

Q. Yes, that was the first.—A. Yes.

Q. There were three Toronto applications which were made in 1948, and one was made by the Toronto Broadcasting Company Limited on October 30, 1950.—A. I think that is right. The dates on our list do not exactly correspond with yours.

Q. Some of these have not been acted upon for reasons which are set forth here, as being in some cases "to provide further study by the board", and that perhaps applies to the Toronto applications; and in the case of Windsor, Hamilton and Winnipeg the reason given by your Board of Governors was "also under consideration by the Board of Governors." And I think there was only one decision made, and that was in the case of the Hamilton application, and it was rejected. What would you have to do if anything in order to reach a conclusion of policy which would enable you to deal with these applications which have been pending in some cases for three and one half years?—A. We are waiting because we agreed with the recommendation of the Massey Commission regarding the licensing of television stations.

Q. When you were before the committee a year and a half ago you said you did not want to do anything until the Massey Commission had written its report. Now the report is written, what is the Board of Governors waiting for?

Mr. KNIGHT: Can you give us a synopsis of what the report said in that matter? And might I ask if it is the intention of this committee to go on with television at the next meeting?

The CHAIRMAN: Well, we still have half an hour left before six o'clock and I had hoped that we would be through at six o'clock.

Mr. KNIGHT: I was hoping so too. I did not want to interrupt Mr. Fleming who has carried on for a couple of hours, but I would like to get one question in myself.

Mr. FLEMING: I was not preventing anyone. In fact, I waited for a pause, before resuming the questioning.

The CHAIRMAN: Mr. Knight.

By Mr. Knight:

Q. I think it should be clear. What is the opinion of the committee? Is there any ruling? Shall we go after six o'clock or what?

The CHAIRMAN: Can we not leave that until six o'clock and see what progress we have made?

Mr. KNIGHT: Very well.

The CHAIRMAN: Do you wish to ask some question now?

Mr. KNIGHT: No. I am enjoying this quite well, just so long as it is over by six o'clock.

The WITNESS: There is a formal recommendation in the Massey Commission report, recommendation (c) on television, at page 303, which reads:

c. That no private television broadcasting stations be licensed until the Canadian Broadcasting Corporation has available national television programs and that all private stations be required to serve as outlets for national programs.

That is a formal recommendation, and it was made in line with the thinking expressed at pages 301, 302, and 303.

Mr. FLEMING: Would you mind dealing with my question now, unless Mr. Knight wishes to ask you some questions?

Mr. KNIGHT: Because this meeting was arranged for your benefit, Mr. Fleming, I wanted to be sure that you would be finished at six o'clock, if you could, so that we would not have to hold another special meeting.

Mr. FLEMING: This is a "special" meeting and it was not arranged for my benefit. And if my friend is asking me whether I have any more questions, I think this is the last subject, except that of licensing.

Mr. KNIGHT: If you had been here and had heard the discussion in regard to the arrangements for this meeting, you would understand that it is something in the nature of a special meeting.

Mr. FLEMING: If I had had notice of the meeting last Friday afternoon I would have been there.

The CHAIRMAN: This is a regularly constituted meeting. You may go ahead with your questioning, Mr. Fleming.

By Mr. Fleming:

Q. Let us go on with your answer to my question, if you please.—A. The Board of Governors agree with the Massey Commission that no private broadcasting station be licensed until the C.B.C. have available national television programs.

Q. Does that mean that it is going to be the policy of the Board of Governors not to deal with these applications until stage one of your plan is in operation?—A. Yes, at least until stage one is in operation.

Q. Assuming stage one is in operation some time in 1952, what have you arrived at in the way of policy then? What are you going to do with these applications which are referred to you?—A. No, we have not.

Q. So as things stand now, it is simply a negative decision not to do anything with these applications until stage one is in full operation?—A. Yes, and for the reasons which are outlined on pages 301 and 302 of the Massey Commission report, and the general position on television in the national interest in Canada.

Q. I was not asking you for your reasons; but you have indicated that you are in full agreement with what the Massey Commission says?—A. Yes.

Q. And I take it that if further applications are received from an area where there are frequencies available then they will just be held in abeyance, similarly, there has been no decision reached and won't be until stage one is in full operation?—A. As far as we are concerned we are only recommending the setup.

Q. On this matter of recommendation, are you going, as a board, to make a recommendation to the Minister of Transport to that effect, or is it your intention to act on the views of the Massey Commission and simply take no action with the applications that are now referred to you?—A. That has been the position, and it has been purely an academic one; but, in any case, it has been in recent months. There has not been any construction of new broadcasting stations.

Q. How long a time do you estimate, in the case of these applications which have come in and which are being held pending completion of the first stage of your plan; how long is it going to take them to commence television after licences are issued to them?—A. It is pretty hard to say. It makes so much difference what kind of a station it is going to be. Perhaps Mr. Ouimet could answer that question on the engineering side.

Mr. OUIMET: That is correct. It depends entirely on whether you would have to build a new building or had one of great height which would eliminate the necessity for a high tower. If it was a station which required only the purchase of equipment and no new construction or expensive construction then it could be done in a relatively short time, less than some of the schedules I have given you for some of our C.B.C. projects which involved new construction and generally high towers.

Mr. FLEMING: Could you be a little more helpful as to that expression "within a relatively short time"?

Mr. OUIMET: The smallest station which we have mentioned by some of the proposed broadcasters would take say 9 months, but an average station would probably take more like a year or up to a year and half. Those are the figures that I have already given for some of the C.B.C. broadcasters. So I say it would take a relatively short time in the terms of the figures I have already given you.

By Mr. Fleming:

Q. One other question, and this applies generally here. What is the policy of the C.B.C. in regard to the payment of taxes?—A. The courts have decided that we are in the happy position of not being required to pay any taxes. We haven't done so. There has been a change in government policy with regard to making certain payments to certain municipalities. With respect to ourselves, the board, from our point of view, is reviewing our situation in this respect, now that we are getting some more funds, to see if it is possible to work out some kind of arrangement where we own property; but we have not yet worked out anything definite along that line.

Q. One final question about finance, Mr. Dunton. I take it from the answer you gave the other day that it is quite clear that there is no thought that any of the grant contemplated by the bill which the committee reported at its last meeting will be available for television?—A. No.

Q. You are looking to entirely different sources than the particular grant provided for in that bill?—A. Yes.

The CHAIRMAN: Are there any further questions?

Mr. FULTON: I have two questions; they will not take long.

By Mr. Fulton:

Q. Are there a great many or are there comparatively few substantial manufacturers of television transmission equipment in the field?—A. I would ask Mr. Ouimet to answer that.

Mr. OUIMET: There are not a great many, perhaps five. You are speaking of American?

The CHAIRMAN: Manufacturers of transmission equipment.

Mr. FULTON: I should have asked you first, including the United Kingdom and Europe?

Mr. OUIMET: That is difficult to answer because the situation changes from day to day; but in the United States I would say there are three major manufacturers and in the United Kingdom there were, six months ago or so, about two major transmitter manufacturers.

Mr. FULTON: I do not want to go over the ground again which we went over last year but we did have some discussion in the previous committee as to the purchase by the C.B.C. of some transmitting equipment. I do not remember, frankly, whether it was radio or television. I wonder if you would tell me now what the purchasing policy is with regard to transmitting stations, transmitting equipment and so on? Are you still confining yourself to the North American manufacturers?

Mr. OUIMET: No. We have purchased transmitters from Canadian manufacturers who are also affiliated with American manufacturers and we have bought a lot of studio equipment from British manufacturers, and in actual terms of value there was a greater value of equipment purchased in the United Kingdom than from what might be considered American sources. I think a great proportion of the cost of transmitters was Canadian in origin; actually, one of the transmitters, I believe, was contracted for here in Canada while the other was also I believe assembled here.

Q. You have no policy then of purchasing in North America; you are open to purchase wherever you can purchase to the best advantage?

Mr. OUIMET: Wherever we can meet our requirements on the best possible terms.

The WITNESS: Including replacement, maintenance and so on.

Mr. FULTON: Yes, naturally.

The CHAIRMAN: Are there any further questions? If there are no further questions that would appear to complete the evidence and I am sure the committee would wish me to thank Mr. Dunton and his associates for the great assistance they have been to us during our meetings.

The WITNESS: Thank you, Mr. Chairman. We have all enjoyed at least a part of it.

The CHAIRMAN: Gentlemen, before we rise, the sub-committee on agenda was kind enough to suggest that the chairman might draft a report and take it up with them. If that is agreeable he will do that and our next meeting might be at the call of the chair to discuss the report.

Is that agreed?

Agreed.

Mr. HENRY: Before you close proceedings, Mr. Chairman, I have a letter here which I would like to file with the committee. It happens to be from a constituent of mine, a Mrs. Harry R. Jackman, the wife of a former member of this house. It is dated December 8, 1951; and with your permission, Mr. Chairman, I think I will read it.

Agreed.

Mr. HENRY: It reads:

CHARLES HENRY, Esq., M.P.,
House of Commons,
Ottawa.

Dear Mr. HENRY:

As one of your constituents I am writing you about the radio committee inquiry. I trust that the committee has not concluded its hearing, and that you are still a member of it. I trust that you will see your way clear to uphold the freedom of the C.B.C. to give Canadians talks on all questions of vital import, even if the opinions may be controversial.

At the same time you might press for an adequate expression of the specifically Christian point of view on controversial matters.

What we need is more enlightenment, and we should not be afraid of truth.

Yours very sincerely,

(Sgd) MARY J. JACKMAN.

(Mrs. H. R.).

The CHAIRMAN: Thank you. A motion to adjourn is in order.

Carried.

The committee adjourned.

HOUSE OF COMMONS

Fifth Session—Twenty-first Parliament
1951
(Second Session)

CA 822
-51A1

SPECIAL COMMITTEE

ON

RADIO BROADCASTING

Chairman—Mr. W. A. ROBINSON

No. 11

FRIDAY, DECEMBER 14, 1951

INCLUDING THIRD AND FINAL REPORT

and

1. List of documents filed with the Committee and appended to the final report.
2. List of witnesses.
3. List of appendices.

OTTAWA
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1951

ORDER OF REFERENCE

WEDNESDAY, December 5, 1951.

Ordered,—That the name of Mr. Knowles be substituted for that of Mr. Coldwell on the said Committee.

Attest.

LEON J. RAYMOND,
Clerk of the House.

Errata

Printed Evidence of December 8, 1951—No. 8

- Page 327*—Line 17 from the bottom—substitute for the name “Mr. Fleming” the name “*Mr. Knowles*”.
- Page 327*—Line 13 from the bottom—substitute for the name “Mr. Fleming” the name “*Mr. Stick*”.
- Page 333*—In line 17 from bottom “group rule” should read “ground rule”.
- Page 336*—Line 19—delete “last \$200,000” and substitute therefor “few hundred thousand”.
- Page 336*—Line 30—delete as being meaningless.
- Page 336*—Line 42—delete “last 200,000” and substitute therefor “few hundred thousand”.
- Page 340*—In line 12 from the top “areas production” should read “years production”.

REPORT TO THE HOUSE

SATURDAY, December 15, 1951.

The Special Committee on Radio Broadcasting begs leave to present the following as its

THIRD AND FINAL REPORT

1. Your Committee was appointed by a resolution of the House of Commons on Friday, November 9, 1951, to consider the Annual Report of the Canadian Broadcasting Corporation and to review the policies and aims of the Corporation and its regulations, revenues, expenditures and development and also to consider a measure to amend the Canadian Broadcasting Act, 1936.

2. Your Committee held 15 meetings including a meeting in Montreal where it inspected the Radio Canada Building and examined the activities carried on there, including the International Service and the preliminary television work.

3. In the course of its deliberations, evidence was heard from Mr. A. Davidson Dunton, Chairman of the Board of Governors; Mr. E. L. Bushnell, Director General of Programs; Mr. J. A. Ouimet, Assistant General Manager; Mr. T. J. Allard, Mr. Joseph Sedgwick, K.C., and Mr. Guy Roberge representing the Canadian Association of Broadcasters; and Mr. G. C. W. Browne and Mr. W. A. Caton from the Department of Transport.

4. Representations were made to your Committee by Mr. D. A. Riley, M.P. Other representations were made in the form of returns, letters, resolutions and briefs, some of which were filed and some of which were incorporated in the evidence.

5. In accordance with its terms of reference, your Committee gave consideration to Bill 17, An Act to amend the Canadian Broadcasting Act, 1936, and agreed to report it with an amendment, this having been the Second Report of your Committee and having been presented to the House on Wednesday, December 5, 1951.

6. Your Committee also considered the annual report of the Canadian Broadcasting Corporation for the year 1950-51. It examined officials of the Corporation regarding activities, policies, aims, development, regulations and finances of both the national and the International Services, and studied a considerable amount of information produced at the request of members.

7. Your Committee had before it the Report of the Royal Commission on National Development in the Arts, Letters and Sciences. In the deliberations of the Committee, the Report of the Royal Commission was referred to on numerous occasions.

8. Your Committee shares the view of the Royal Commission and of previous Committees of the House that the national broadcasting service carried on by the Canadian Broadcasting Corporation is essential in the development of our national life in Canada, and is efficiently performing an extremely valuable and important function. It has been impressed by the variety and extent of the services being provided by the Corporation, and by the complexity of the problems which Canadian conditions impose.

9. Your Committee was made well aware of the financial situation in which the Corporation had been placed by rising costs. Additional revenues as provided for in the measure reported to the House on December 5, 1951, should enable the Corporation to maintain its present services and to make some additions. The Committee feels that with increased resources the Corporation should take further steps to improve its coverage in outlying areas not receiving service and to equalize service in different parts of Canada. It recommends additional transmission facilities and network arrangements for areas in different parts of the country now not adequately covered. The Committee is aware that the cost per listener reached for such facilities may be high, but it emphasizes the need of national broadcasting service for residents of more remote areas to the greatest extent practicable.

10. It also recommends the initiation as funds become available of a second French Network corresponding to the English language Dominion Network, the establishment of a French language network station in the Maritime Provinces, and increased service of French Network programs by transcription to French language stations in the Prairie Provinces.

11. The Committee agrees also on the desirability of improvements in the program services of the Corporation and for greater and better use of Canadian talent. With further revenues, the Corporation should now be able to reduce and improve its commercially sponsored programs.

12. The Committee does wish to point out that it will not be financially possible at the present time for the Corporation to effect all the improvements in facilities and program service that may be thought desirable. A large part of additional funds will necessarily be applied to meeting increased costs of existing services, and new additional expenditures may thereby be limited.

13. Your Committee was favourably impressed by the activities of the International Service operated by the C.B.C. It believes that this Service is performing a valuable function in spreading an understanding of Canada and Canadian ideas, in helping towards greater mutual understanding among democratic peoples, and in furthering information and understanding of the free world and the cause of freedom by people shut off from ordinary contacts with it. Your Committee suggests that the Service keep in mind the needs of any Canadian troops who may at any time be overseas. The International Service is carried on in consultation with the Department of External Affairs on policy matters, and your Committee feels the utmost liaison should exist between the two.

14. In its consideration of the representations of the Canadian Association of Broadcasters, your Committee detected a difference in the approach of the Association from that made to previous Committees. The Association proposed that the content of radio programs should be controlled, as are newspapers, only by the general law of the land. The Association made reference to a "regulatory body", as it has done on previous occasions, but it apparently now believes that regulations should be for technical purposes. Such technical regulating, essential for the technical operating of any broadcasting, is now carried on by the Department of Transport; and the work of the body now suggested by the Canadian Association of Broadcasters could only divide, duplicate, or take over this work of the Department. Under the Canadian Association of Broadcasters recommendations the present regulating powers held by the Board of Governors of the Canadian Broadcasting Corporation would apparently disappear and there would be no other regulation of what goes over the broadcasting channels in Canada.

15. Your Committee cannot accept this concept put forward by the Canadian Association of Broadcasters. It believes that by its essential nature broadcasting must be subject to control on behalf of the public; that our concepts of freedom can best be served through this limited medium when Parliament is in a position to ensure that the principles of freedom are carried out to the greatest extent possible; and that a national broadcasting authority created by Parliament is essential in the public interest.

16. This important question was exhaustively studied by the Royal Commission. Your Committee wishes to endorse the first recommendation of the Royal Commission on Broadcasting, which also expresses what has been said in the past by successive Parliaments and Parliamentary Committees. That recommendation is as follows:

That the grant of the privilege of radio broadcasting in Canada continue to be under the control of the National Government; that the control of the national broadcasting system continue to be vested in a single body responsible to Parliament; that the Canadian Broadcasting Corporation as now constituted be that authority and continue to provide directly by its operations and indirectly by its control of the operations of others a national radio broadcasting service free from partisan influence.

17. Your Committee agrees with the Royal Commission that there is an important place for privately owned stations in Canada. It believes that they are carrying on important functions for their communities and are providing important services. It hopes that they will continue to do so, with full realization of their responsibilities as well as their opportunities as trustees of public air channels.

18. In recent years the principals underlying the laws respecting broadcasting in Canada have been considered by several Parliamentary Committees and by the Royal Commission, which made a very thorough investigation of the whole subject, and by this Committee. The principles have been found to be sound and are perhaps becoming sufficiently established to enable the Canadian Broadcasting Corporation to concentrate on its essential national functions and the privately owned stations to pursue their important community functions in providing broadcasting services to Canadian listeners.

19. Your Committee believes that closer liaison between the Canadian Broadcasting Corporation and privately owned stations is both possible and desirable and more likely to be effective with the understanding that the main principles governing broadcasting in Canada have been thoroughly reviewed. It recommends to both the Canadian Broadcasting Corporation and privately owned stations the mutual development of such liaison.

20. The attention of the Committee was drawn to the principles upon which the policies of the Corporation on controversial broadcasting are based. These principles, which have been approved by previous Parliamentary Committees are set forth in the White Paper of 1944 as follows:

1. The air belongs to the people, who are entitled to hear the principal points of view on all questions of importance.
2. The air must not fall under the control of any individuals or groups influential by reason of their wealth or special position.
3. The right to answer is inherent in the democratic doctrine of free speech.
4. Freedom of speech and the full interchange of opinion are among the principal safeguards of free institutions.

21. In this connection, the Committee had placed before it the scripts of certain broadcasts in 1951 which had occasioned some public discussion. The Committee does not feel that it can, as a Committee, express an opinion on these broadcasts because it recognizes the right of every Canadian in our democracy, including the members of the Committee, to adhere to his own beliefs, religious or otherwise, and that on many matters Canadians hold widely divergent views. The Committee does give its support to the general principles stated above which it believes must apply to broadcasting under our democratic faith in freedom of thought and opinion. It recommends that, where views on any subject are going to be expressed which are known to be controversial, care be taken to ensure that full effect is given to the third principle stated above, that it be carried out in a direct and plain way so that the same listeners have the fullest opportunity to hear all sides.

22. Your Committee agrees with the Royal Commission when it says on page 301 of its Report:

. . . the considerations leading us to recommend the continuation of a national system of radio broadcasting seem, to us to dictate much more strongly and urgently a similar system in television. Television, like radio, is akin to a monopoly, but its much more limited channels give added importance to a system of co-ordination and control. Like radio it is a valuable instrument of national unity, of education, and of entertainment; how much more valuable it is difficult to say at present, but it promises to be a more popular as well as a more persuasive medium.

23. Your Committee is strongly impressed with the vital need for the development of a television system that is essentially Canadian and which gives expression in this new form of broadcasting to Canadian ideas and aspirations. It agrees with the Royal Commission that the situation must be avoided under which commercial pressures will lead to the major part of the material on Canadian channels being non-Canadian. Your Committee supports the recommendations of the Royal Commission regarding television development and your Committee recommends that the Canadian Broadcasting Corporation proceed as soon as practicable with the extension of television coverage.

24. Any documents above referred to as filed with the Clerk of the Committee are tabled herewith.

25. A copy of the Minutes of Proceedings and Evidence is appended hereto.

All of which is respectfully submitted.

W. A. ROBINSON,

Chairman.

MINUTES OF PROCEEDINGS

FRIDAY, December 14, 1951.

The Special Committee on Radio Broadcasting held its fifteenth meeting (Executive) at 11.45 o'clock a.m. Mr. W. A. Robinson, Chairman, presided.

Members present: Messrs. Boisvert, Coldwell, Côté (St. Jean-Iberville-Napierville), Decore, Dinsdale, Fleming, Fulton, Gauthier (Portneuf), Hansell, Knight, Langlois (Gaspé), MacLean (Queens, P.E.I.), McWilliam, Mutch, Smith (Queens-Shelburne), Stick. (16).

Mr. Fleming made corrections in the Evidence of December 6. (No. 8 of *Proceedings and Evidence*). (See *Errata in this day's minutes of proceedings*).

Mr. McWilliam referred to a submission of station CKMR of Newcastle, N.B., relating to Canadian Broadcasting Corporation coverage of Northumberland County. He quoted page 462 of the 1950 minutes of proceedings and evidence of the Special Committee on Radio Broadcasting.

At his request the above mentioned submission was ordered printed. (See *Appendix "A" to this day's minutes of proceedings*).

The Committee proceeded to consider paragraph by paragraph, a Draft Report as adopted by the Subcommittee on Agenda.

Paragraphs 1 to 20 inclusive were adopted.

On paragraph 21. Mr. Fleming moved that the following paragraph be inserted:

In its broadcasts by news commentators and others on political and controversial subjects care should be taken by the Canadian Broadcasting Corporation to preserve a balance in the expression of opinions and points of view.

The question being put it was resolved in the negative.

Paragraph 21 was adopted.

Paragraph 22 was adopted.

On paragraph 23. Mr. Fleming moved that the following paragraph be inserted:

That the Committee recommend the abolition of the \$2.50 fee on radio receiving stations, and that the needs of the Canadian Broadcasting Corporation be provided by parliamentary grant.

The question being put, it was resolved in the negative.

Paragraph 23 was adopted.

Paragraphs 24 and 25 were adopted.

The Chairman was authorized to present the Draft Report, as corrected, as the Committee's Final Report to the House.

Mr. Fleming referred to a list of documents filed with the Committee and asked that it be printed.

The Clerk was asked to identify the said list.

*Ordered,—*That the above mentioned list of documents be printed. (See *Appendix "B" to this day's minutes of proceedings*).

Mr. Coldwell, on behalf of the Committee, expressed to the Chairman his appreciation and his congratulations for the manner in which he conducted the deliberations of the Committee. Mr. Fleming added that Mr. Robinson's attitude was responsible for the serene atmosphere which prevailed throughout the proceedings.

The Chairman expressed his appreciation for these sentiments and thanked the members of the Committee for their unfailing co-operation.

At 12.50 o'clock p.m., the Committee adjourned *sine die*.

ANTONIO PLOUFFE,
Clerk of the Committee.

APPENDIX A

Submission by Radio Station CKMR (Newcastle, N.B.)

A little over two and one-half years ago, in order to provide the 50,000 people in Northumberland County with a better deal in radio service, we were granted a licence to operate a Radio Station in Newcastle, New Brunswick now known as CKMR, and, since that time, we have endeavoured to bring to the people of Northumberland County the best type of radio entertainment, and have given freely of station time toward furthering the cause of education. The enthusiasm with which the community has taken this station to its heart is evidence of the wisdom of your decision.

There remains now only one serious problem—the lack of network service. The people here have long been disturbed and annoyed by the poor radio service received. Reception in Newcastle and Chatham is particularly poor, due to the high noise level, against weak signal strength from network stations, and, in these two towns alone, there are well over 8,000 radio sets. Also, due to our heavy stands of timber, and a great number of rock outcroppings, none of the three 5,000-watt stations in the Maritimes gives us network programs with any degree of clarity, particularly at night. As you may know, the closest station to us is one hundred miles away; and in that particular area, night coverage for a distance of sixty miles is about the best that can be expected. Even Sackville, our best network station, cannot give reliable reception to Northumberland County, and while we are doing our utmost to bring to our listeners the highest type of radio entertainment possible, we feel that our people are missing out on the high caliber programs which the Canadian Broadcasting Corporation originates, due to inadequate coverage by stations now carrying these programs.

We have been approached on numerous occasions by Educationalists, Religious Bodies, Service Clubs, and other organizations of the community on this subject, and it is the general feeling of these bodies that education and entertainment standards could be raised a great deal through the Canadian Broadcasting Corporation by the Educational, Religious, Health, Musical and Dramatic Programs it carries, and, while the three Maritime stations with network affiliation carry these programs, the people of Northumberland County do not derive the benefit that they should, due to the fact that they hesitate to tune to network stations because of the continuous distortion which prevails. Hence, it is our humble and sincere opinion that CKMR, due to its proximity, would give to the people of Northumberland County the type of reception from network programs that one expects to hear.

We do not wish to appear too boastful, but we do feel that we have the support and confidence of our listeners. We have gone all out in the supporting of local organizations, and the response received has been worthy of note. For instance, a year ago last July, a campaign was staged to help raise funds for the local hospital in this area, and through the medium of radio station CKMR \$12,000 was raised. Not long ago, the organization of the Red Cross Campaign in this area, came to us on the last day of their Campaign to ask if there was anything we could do to help them raise their objective. In less than $7\frac{1}{2}$ hours we raised, in cash, through the facilities of Radio Station CKMR, \$1,500. This, in itself, is some proof of the community's interest and support in our station. Further proof of our interest and support of the community we serve is the amount of "free time" we gave organizations last year—in dollars and cents, it amounted to \$14,480.

Time has been given freely to the encouraging of local talent, for Religious Organizations, Educational, etc., all of which have been much appreciated and listened to, as evidenced by the numerous letters and 'phone calls received.

This radio station receives as high as 30,000 letters a month. We might add that we were the *only* private radio station in Canada in 1951 to receive notice of the judges in "Special Features" under Canadian Radio Awards.

We know that now, more than ever, network radio would be an asset to our community. Unable to pay for it ourselves, we appear before you today, to suggest that the Canadian Broadcasting Corporation provide us with a network affiliation, so that as well as local service which we provide, there would be a national service provided by your Corporation.

At Newcastle and Chatham, we are not jealous or envious of the services given to other parts of Canada—parts which, through good fortune, are more prosperous than we are and thus more able to afford looking after such service for themselves. We read of western cities with two networks fed to them. We read of TV developments for Montreal and Toronto. We know that we help pay for these developments. And we have not protested.

Newcastle, in the heart of the Miramichi Valley, and also the shire town of Northumberland County, is situated approximately one hundred miles from the closest broadcasting outlet, and the adjacent counties of Gloucester and Kent have no radio station. These three counties comprise approximately one-third of the whole area of the province of New Brunswick, and as CKMR is the *only* station that gives static-free reception to the greater part of this area, it is our humble opinion that network would be considered a valuable asset.

CKNB—CAMPBELLTON—a one thousand watt station, Dominion Network Affiliate, is not heard within our coverage.

CKCW—MONCTON—a five thousand watt station, and also a Dominion Network Affiliate, is seldom picked up with any degree of clarity. This is due to rough, densely wooded sections between the two stations.

As these are the only two Dominion outlets, it is logical to presume that there is a definite need for a Dominion network affiliate in this area.

CFNB—FREDERICTON—a five thousand watt station, Trans-Canada Affiliate, one hundred miles distant, comes in weakly, with much interference. Its signal begins to diminish at Doaktown, a settlement fifty miles southwest of Newcastle. The area between Doaktown and Newcastle is densely populated.

CBA—SACKVILLE—because of its position on the dial, in relation to CHNC, New Carlisle, comes in with a heterodyne when radios in the vicinity are tuned to New Carlisle, which is an outlet for the French network.

Then, an ungrounded hydro system is another potent factor in contributing to the inferior reception which now prevails, but our power output is sufficient to overcome this interference.

We are sure that over a period of years, the people of Northumberland County have paid, in licence fees, a considerable amount of money to the national service. They are, we are sure, prepared to continue paying, if necessary. But they do feel that, in return, they deserve at least one network to which they can listen and expect to get good reception.

We have, at our own expense, set up fine transmitting equipment. At the expense of the community, we provide what we believe to be the best local programming in the Maritimes, if not in all Canada. With these facilities available to you, and only the cost of lines to be looked after, it would seem to us a reasonable request that these be furnished by the Corporation.

We do ask, however, that our facilities, erected at considerable cost, and supported by our own people, be used by the Corporation to provide our listeners with consistent reception of network programs.

We sincerely appreciate your thoughtfulness in finding a few moments to study our brief, and trust that through careful consideration you will see fit to consider the request that we so humbly ask of you.

Thanking you, we remain

Yours very sincerely,

MIRAMICHI BROADCASTING COMPANY LIMITED,

J. H. COALSTON,

Manager.

APPENDIX B

LIST OF DOCUMENTS FILED BEFORE THE SPECIAL COMMITTEE ON RADIO BROADCASTING Fifth Session (second session)

1951

Number

1	C.B.C. ANNUAL REPORT (1950-51)		
2	MAN'S LAST ENEMY—HIMSELF: (a) The Origins of Hostility, Dr. Brock Chisholm	Trans-Canada Network	September 5, 1951
	(b) Aggression in Children, Dr. Anna Freud		September 12, 1951
	(c) The Moral Implications of Psychiatry—Dr. Carl Binger		September 19, 1951
	(d) The Nature of Hostility, Dr. Ewen Cameron		September 26, 1951
3	PERPLEXITIES OF THIS ATOMIC AGE by Bertrand Russell (a) Introduction	London Calling	June 21, 1951
	(b) Danger of Obsolete Ideas		June 28, 1951
	(c) The Modern Mastery of Nature		July 5, 1951
	(d) The Limits of Human Power		July 12, 1951
	(e) Competition or Co-operation		July 19, 1951
	(f) The Achievement of Harmony		July 26, 1951
4	POLITICS IS NOT ENOUGH, by W. Line	Trans-Canada Network	September 16, 1951
5	WEEKLY REVIEW OF WORLD EVENTS Czechoslovak Section Broadcast on: 23.10.51..... 27.10.51..... 3.11.51..... 3.11.51..... 14.11.51.....	Program No. 2152 " 2156 " 2163 Dr. J. K. 2174	
6	SOVIET PROPAGANDA METHODS, by Walter Schmolka Review of the Canadian Press, by A. Galenko-Jacob	Russian Section Trasm. C.B.C. Broadcast No. 82	
	The Soviet Union's "Tourist Trade", by W. Schmolka	Broadcast No. 257 etc.	
	Freedom of Asking Questions in the Soviet Union, by Alexander Slivinsky		258
	Sixty Slogans, by A. Stocker		269
	The USSR and The United Nations, by W. Schmolka		270
	The 34th Anniversary of the October Revolution, by A. Stocker		272
			275

- 7 C.B.C. Regulations for Broadcasting Stations and Extracts from the Canadian Broadcasting Act, 1936. As revised and amended up to May 1, 1950.
- 8 POLITICAL AND CONTROVERSIAL BROADCASTING Policies and Rulings (1944).
- 9 EMISSIONS POLITIQUES ET DE CONTROVERSE (Politique et Décisions)
- 10 C.B.C. Sound Broadcasting Service, Press and Information Expenditures 1st April, 1950 to 31st March, 1951.
Cross Section—Nov. 17, 1949 to Apr. 30, 1950.
- 11 Speakers Heard in Regularly Scheduled C.B.C. Commentaries in Canada, June 1, 1949 to May 31, 1950.
- 12 Contributions to C.B.C. News Roundup, Apr. 1 to Nov. 30, 1949.
- 13 Science Reporter, (Tues. evening—Trans-Canada).
- 14 Our Special Speaker (List of speakers).
Trans-Canada (Sunday 10.20—10.30).
- 15 Weekend Review (List of speakers).
Trans-Canada (Sunday 10.10—10.20)
- 16 Monday Magazine (List of speakers) Dominion Network.
- 17 CITIZENS' FORUM 1949-50.
- 18 CAPITAL REPORT (List of speakers). (Sunday 2.03—2.30).
- 19 Analysis of Multiple Ownership and Control and Main Newspaper Association of Canadian Radio Broadcasting Stations based on information available to the Canadian Broadcasting Corporation.
- 21 MAN'S LAST ENEMY—HIMSELF
—opening and closing remarks.
- 22 COMMENTARIES FROM THE UNITED KINGDOM. (List of speakers).
- 23 POINTS OF VIEW (List of speakers) PRECEDED BY "CITIZENS' FORUM"
Trans-Canada Network.
- 24 INTERNATIONAL COMMENTARY (List of speakers)
Trans-Canada Network.
- 25 "THE NATION'S BUSINESS" (List of Political Parties' represented)
Trans-Canada Network.
- 26 NATIONAL SUNDAY EVENING HOUR (1951) (List of speakers)
Trans-Canada Network.
- 27 "THIS WEEK" 1951 (List of speakers)
Trans-Canada Network.
- 28 C.B.C. WEDNESDAY NIGHT 1951 (List of speakers)
- 29 "WHAT MAKES YOU SICK", by Ted Allan
September 4 to October 9, 1951 (Dominion Network)
- 30 "FRENCH CANADA TO-DAY" (1951), Chairman (Gérard Pelletier)
Trans-Canada Network.
- 31 "RETURN JOURNEY" (List of speakers)
Dominion Network.
- 32 "IN SEARCH OF OURSELVES"
(Series written by Len Peterson in Consultation with Dr. J. D. M. Griffin
of The Canadian Mental Health Ass'n).
- 33 REPORT OF PERFORMANCE 1949-50
Analysis of activities of Canadian Broadcasting Stations based on the
week ending Oct. 22, 1949.
- 34 REPORT OF PERFORMANCE 1950-51
(week ending Oct. 7, 1951).

APPENDIX C

WITNESSES

Number

1. Mr. A. Davidson Dunton, Chairman of Board of Governors, Canadian Broadcasting Corporation.
2. Mr. T. J. Allard, General Manager, The Canadian Association of Broadcasters.
3. Mr. Joseph Sedgwick, K.C., Associate Counsel, The Canadian Association of Broadcasters.
4. Mr. E. L. Bushnell, Director General of Programs, Canadian Broadcasting Corporation.
5. Mr. J. A. Ouimet, Assistant General Manager and Co-ordinator of Television, Canadian Broadcasting Corporation.
6. Mr. G. C. W. Browne, Controller of Telecommunications, Department of Transport.
7. Mr. W. A. Caton, Chief Inspector of Radio, Department of Transport.
8. Mr. D. A. Riley, M.P.

APPENDIX D

LIST OF APPENDICES

Number

- 1—Submission and recommendation of The Canadian Association of Broadcasters with appendices. (*See Appendix I page 150*).
- 2—Policy declaration and resolutions by The Canadian Chamber of Commerce, of Montreal. (*See Appendix I page 251*).
- 3—Letter of Mr. T. J. Allard to Chairman dated December 4, 1951, relating to approval of the Canadian Association of Broadcasters brief by member stations. (*See Appendix I page 348*).
- 4—Submission by The Canadian Marconi Company. (*See Appendix II page 350*).
- 5—Letter of Mr. G. C. W. Browne, Department of Transport, dated December 6, covering:
 - (a) Statistics on radio receiving stations. (*See Appendix III with A to I page 356*).
 - (b) List of broadcasting stations in operation in Canada as of April 1, 1951. (*See Appendix IV page 375*).
- 6—Letter to Mr. Hansell, M.P., from Mr. T. J. Allard dated December 4, relating to radio channels. (*See Appendix V page 397*).
- 7—List of applications for television broadcasting stations licences to the Department of Transport. January 1, 1948 to December 7, 1951. (*See Appendix I page 443*).
- 8—Submission of Station CKMR, Newcastle, N.B. (*See Appendix A page 477*).
- 9—List of documents filed with Clerk of Committee. (*See Appendix B page 479*).
- 10—List of witnesses. (*See Appendix C page 481*).
- 11—List of appendices. (*See Appendix D page 481*).

BINDING SECT. JAN 21 1980

Gov. Doc Canada. Radio Broadcasting, Special Committee
Can on, 1951
Com Minutes of proceedings and evidence &
R reports
No. 1 - 11

DATE

NAME OF BORROWER

April 25/58 L. T. Ruth (Signature) 16 Ridgeway

